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A Conference on Developing Programs and Instructional Materials for Adult Basic Education and Job Skills Training. (Cherry Hill, New Jersey, January 14-15, 1964).

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American textbook publishers, meeting with representatives from government, education, the library field, and other sectors, held a two-day conference to consider curriculum needs, instructional materials, and research in progress in adult basic education and job skills training. Separate panel discussions centered on existing instructional materials, instructional programs in manpower development training, meeting the educational needs of school dropouts, selecting and improving the content of materials for the undereducated. Following the formal presentations, small groups discussed and reported their views on innovative practices and new publishing methods and techniques. An examination was also made of possible avenues of cooperation among the various interests involved in adult basic education. (ly)

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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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A CONFERENCE ON DEVELOPING PROGRAMS AND INSTRUCTIONAL MATERIALS FOR ADULT BASIC EDUCATION AND JOB SKILL TRAINING

Sponsored by the American Textbook
Publishers Institute in cooperation with
The United States Office of Education

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A Conference on

DEVELOPING PROGRAMS AND INSTRUCTIONAL MATERIALS FOR ADULT BASIC EDUCATION AND JOB SKILL TRAINING

Sponsored by

THE AMERICAN TEXTBOOK PUBLISHERS INSTITUTE

in Cooperation with

THE UNITED STATES OFFICE OF EDUCATION

CHERRY HILL, NEW JERSEY

January 14-15, 1964

PROGRAM

FIRST SESSION
January 14, 1964

9:00 AM Presiding - John Lorenz, U. S. Office of Education

9:10-9:25 AM Opening Remarks - Craig T. Senft, American Textbook Publishers Institute

9:25-10:25 AM Overview of the Problem

1. Wayne O. Reed, U. S. Office of Education
2. Austin J. McCaffrey, American Textbook Publishers Institute

10:30-11:30 AM Panel 1 - A Review and Appraisal of Existing Instructional Materials for Adult Basic Education Programs

1. Edward W. Brice, U. S. Office of Education
2. Arno Jewett, U. S. Office of Education
3. Kenneth Brown, U. S. Office of Education
4. G. Hinckley Porter, Social Security Administration
5. Miss Dorothy Kittel, U. S. Office of Education
6. Mrs. Betty A. Ward, U. S. Office of Education

Response: William Spaulding, Houghton Mifflin Company

11:30-12:30 PM Small Group Discussions

Group 1 Curtis C. Aller, House Education & Labor Subcommittee
Wallace Murray, D. C. Heath & Company

Group 11 Dana W. Allen, National Commission for Adult Literacy
Kenneth W. Lund, Scott, Foresman and Company

12:30-2:00 PM Lunch

SECOND SESSION
January 14, 1964

2:15-3:30 PM Presiding - Emerson Greenaway, Free Library of Philadelphia

Panel 11 - Instructional Programs in Manpower Development Training

1. Dr. Eddie Dye, U. S. Office of Education
2. Francis Gregory, Department of Labor
3. Emerson Brown, McGraw-Hill Book Company

Question and Answer Period

Small Group Discussions

6:00-7:00 PM ATPI Cocktail Hour

8:45-10:00 PM The Strategy of Preparing Instructional Materials for the Undereducated - Frank Riessman, Mobilization for Youth Project

Response: Henry C. Alter, National Educational Television & Radio Center

THIRD SESSION
January 15, 1964

8:30-10:30 AM Presiding - Thomas McLernon, National Education Association

Panel 111 - Meeting the Educational Needs of the School Dropout

1. Bernard Kaplan, New York State Department of Education
2. Deton J. Brooks, Cook County Department of Public Welfare
3. William Brazziel, Virginia State College
4. Otto Schlaak, Milwaukee TV-Vocational Education
5. C. R. Forster, Project JOIN

Response: Thomas Gilligan, Seattle Board of Education

10:30-12:15 AM Panel IV - Selecting and Improving the Content of Instructional Materials for the Undereducated

1. Earl Welch, Silver Burdett Company
2. Max Goodson, Ginn & Company
3. Mrs. Mary C. Wallace, Lark Foundation
4. Seth Spaulding, University of Pittsburgh
5. Miss Katherine O'Brien, New York Public Library
6. Eugene Johnson, Adult Education Association

Response: Clyde Weinhold, New Jersey Department of Education

Question and Answer Period

FOURTH SESSION
January 15, 1964

2:00-2:30 PM Presiding - Dr. Josephine Bauer, United States Armed Forces Institute

Reports from Small Group Discussions

2:30-3:00 PM Next Steps

1. Roy B. Minnis, U. S. Office of Education
2. Craig T. Senft

3:00-3:10 PM Closing Remarks - Edward W. Brice

DEVELOPING PROGRAMS AND INSTRUCTIONAL MATERIALS FOR ADULT BASIC EDUCATION AND JOB SKILL TRAINING

For some time now President Lyndon Johnson, Commissioner of Education Francis E. Keppel and other leaders in government, business and education have been concerned about the conditions in this country which allow the relatively high number of 8 million functional illiterates and some 5 million unemployed. Research has been initiated in various sections of the country to determine the needs and learning patterns of the undereducated. Legislation has been proposed which will establish programs to alleviate the situation.

In view of this, the American Textbook Publishers Institute and the United States Office of Education decided to sponsor a joint conference to consider curriculum needs, instructional materials, and discuss research already in progress. Representatives from education, government, the library field, foundations and private organizations were invited to participate. During the two-day conference, separate panel discussions centered on: existing instructional materials; instructional programs in manpower development training; meeting the educational needs of the school dropout; and selecting and improving the content of instructional materials for the undereducated. Following the formal presentations, the conferees broke into two groups to discuss the findings of the panel members and express their own views.

This first conference was exploratory in nature. Its purpose was to examine possible avenues of cooperation between the various agencies involved in adult basic education. The consensus of the conference was that an important first step has been taken and that there were many ways in which the various interests could work together.

The Proceedings of the conference, which are contained in the following pages, have been published in order that they may be used as a basis for future meetings. It is hoped that this publication will serve as a guide to achieving the goal of universal continuing education.

Austin J. McCaffrey
Executive Director
American Textbook Publishers Institute

FIRST SESSION
January 14, 1964

CONFERENCE ON DEVELOPING PROGRAMS AND INSTRUCTIONAL MATERIALS FOR ADULT BASIC EDUCATION AND JOB SKILL TRAINING

Presiding: Dr. John Lorenz, U. S. Office of Education

DR. JOHN LORENZ expressed his pleasure, and that of Commissioner of Education Francis Keppel, at the convening of this conference. He welcomed the publishers who had given so generously of their time and interest in cooperation with the Office of Education and other agencies to make this historic conference a success.

OPENING REMARKS: Mr. Craig T. Senft, President, American Textbook Publishers Institute

MR. CRAIG T. SENFT, on behalf of the publishers, thanked Dr. Lorenz, Dr. Brice and their colleagues for the opportunity of conferring together on so important a project as instructional materials for adult education and the President's war on poverty. Mr. Senft pledged the full cooperation of the publishers in furthering the objectives of the conference.

OVERVIEW OF THE PROBLEM

EDUCATION: THE DAWNING OF A RENAISSANCE

by
Wayne O. Reed
Deputy Commissioner, Office of Education
U.S. Department of Health, Education, and Welfare
Washington, D. C.

It is a real pleasure for me to be with this gathering of creative and articulate individuals.

Please be assured of the importance which Commissioner Keppel and our colleagues in the Office of Education place on this gathering and on the purpose of your deliberations here. I would like to share with you some observations on the state of education today--observations which I believe will indicate why we think this conference is of great importance.

We are all aware that the world is changing at a staggering pace. Out of this whirlwind of change we are reaping a harvest of new problems and new opportunities. But the speed with which we are moving is an obstacle to perspective. We need to pause occasionally and try to regain that perspective--to see where we are in relation to the past and the future.

When I pause to reflect on the state of education, it seems to me that you and I are participants in the dawning of a renaissance in education!

I think renaissance is the correct word for what we are experiencing, because renaissance means rebirth, regeneration, revival. We Americans established new ideas of universality of opportunity in education. By extending education more widely than any great Nation before us, and by keeping opportunity for increasing amounts of education available to most of those who would seek it, we created an economic and social giant out of a rich wilderness and a rich mixture of diverse peoples.

But we did tend to rest on our laurels, after awhile, and for a time the world around us--and our own world of work--have been changing much faster than our educational system. New knowledge about education has traditionally been slow to find its way into practice. For thirty-five years we have been sustaining shocks and challenges to our democratic way of life.

And yet, we have survived and prospered and have contributed greatly to the survival and progress of the rest of the world. Our democratic and far-flung educational establishment remains a magnificant wellspring for the flowering of our new renaissance.

EDUCATION AND REALITY

The world that our educational system helped to create and which has been moving ahead of it is now stimulating the renewal and recommitment of that educational system. We are reminded again that education is inextricably a part of our society and our economy, and we are seeking to define more carefully and to approach more closely the sustaining role which education must play in a developing civilization.

Our renewed recognition of education and our renewed hopes for it stem directly from the fundamental realities of our times: (1) From the knowledge explosion that challenges our capacity to even catalog, let alone comprehend what we know; (2) the frenetic advancement of science and technology that is replacing old theories, remaking our economy and shrinking our world; (3) the worldwide confrontation of cultures, idealogies and national aspirations on a planet teeming with awakened humanity; (4) the economic fruits of our technological advances, with massive shifts and displacements in the employment market, continuing increases in productivity from automation, continuing obsolescence of skills and trades; (5) the chronic presence of pockets and strata of severe distress in the midst of unparalleled material abundance; (6) the inexorable increase in the complexity of our daily affairs which derives from all these developments; (7) and the most important reality of all--the rekindled vitality of our social conscience that calls out for the elimination of all the distress and injustice and unfulfilled potentials which remain to dim the lustre of our freedom and abundance.

We are beginning now to reexamine the potentials of education, as we try to cope with the complexity of our world and as we recognize the remaining and in some cases increasing disparity between our objectives and our achievements. Out of this reassessment we are deriving new awareness of educational truths that have always been with us.

Increasingly, we are recognizing that education must provide for a wide range of variations in individual and social needs. On the one hand, we know that individuals differ widely in aptitudes, interests, motivation and other aspects of personal background. We know that many different curricula and approaches to instruction are needed to provide for the legitimate needs of the gifted and the handicapped, the highly motivated and the highly disturbed, those who aspire to advanced professional education and those who will seek gainful employment after high school, people with a gift for abstract thought and people gifted with their hands, children with all the advantages and children with everything against them. On the other hand, we know that life is becoming increasingly specialized, that vocational and professional opportunities in a shifting economy demand increasingly high levels of competence in an increasing number of specialized areas. At the same time, we know that broad general knowledge is needed as a basis for the integrative leadership that can hold together the diverse specializations of a major business enterprise, and as a foundation for responsible citizenship in a free society. I could go on at some length in cataloging the variations in educational need with which our programs and institutions are expected to cope. You people are especially familiar with this wide variety of need, because you are in the forefront of efforts to provide for it.

NEED FOR CONTINUING EDUCATION

Our friends in the field of adult education have been telling us for some time of the need for lifelong learning. But the idea has persisted among us that at some selected point--elementary school, secondary school, or college--individuals achieve enough education and can put away schooling and turn to the more serious business of life. Finally, now, we all recognize that our friends are right. It has become an accepted truism that our children now in school may expect to work in as many as three distinct professions in their lifetime, so rapidly do shifts occur in the world of work. This, of course, means expanded needs for continuing education opportunities. It means also that people must start out in life with the broadest possible base from which to learn and adapt their vocational skills. It means that the youthful dropout or the mature adult who never really learned to read and write or to handle basic mathematics is hopelessly handicapped and almost certainly destined for permanent relief rolls, or for the dangerous and explosive ranks of the socially alienated.

Increasingly, too, we are recognizing that education can be a major force in coping with the special problems of society. Education can help to offset economic dislocations and vocational changes through manpower retraining programs. Education can be employed, in concentrated efforts, to compensate in some measure for the effects of long years of discrimination or deprivation which prevent substantial numbers of our fellow Americans from entering the main stream of our social and economic life.

NEED FOR INFORMATION

Faced with the rapidity of change in every facet of our lives and the need to assimilate the results of the dramatic explosion of knowledge, we recognize also the need for continuous evaluation and innovation in education. Keeping education abreast of the needs of the times while preserving and passing on the heritage of the past--this is a task of great difficulty. It requires massive systems for the collection and classification of information--information on the substance of education and information about education and about the world of work. It requires continuing and expanded research and development to advance our knowledge and our methods in education at the same pace as advancement and change in our other areas of endeavor. It requires the most thoughtful analysis and evaluation, in selection of subjects for deletion or addition in our already crowded curricula. It requires hardheaded realism to avoid premature or misguided incorporation of untested methods or media. Conversely, it requires open-mindedness and creativity that will encourage and accept such innovations when they are worthwhile.

Our heightened awareness of all of these realities about education has increasingly strengthened our awareness that education is a national concern of the highest priority. This awareness of an increased national stake in the adequacy of our educational enterprise is a direct reflection of our increasingly national character as a people. Our problems are nationwide. Our employment and residence patterns are increasingly nationwide. Our stake in survival is nationwide.

At the same time, we recognize that specific needs tend to vary somewhat from one region to another, even from one community to another. We remain committed to the democratic values of decentralized control and variety of approaches in education even as we assert with increasing conviction our common concern that every child and every adult shall have access to educational opportunity of a high quality, no matter where in the Nation he may live.

TOWARD MATURITY OF UNDERSTANDING

All of these changes in our attitudes toward education are evidence, I believe, of a maturing understanding of the American ideal of universal educational opportunity and a steadily growing commitment to the realization of this ideal on the part of the American people. It is a costly ideal, and it grows more costly with each increase in the complexity of the society which it serves. But the cost of our failure to achieve or approach the ideal is far greater. Increasingly, we are beginning to understand that. Our application of this new understanding is the motivating force behind the educational renaissance which is just beginning to dawn.

This educational renaissance has been supported and encouraged in part by the vitality of the textbook publishing industry and the sources of other educational media. You have been relatively prompt in incorporating new knowledge and new understandings of motivation and interest into the material which you develop for our educational enterprise. The amazing variety and range of books and other materials which are available is a vital factor in our ability to offer programs which meet the needs of many different groups and types of individuals.

We can not rest assured, however, that our dawning renaissance will continue to expand. There is danger in the tendency to look on education as a panacea for our social and economic problems. Vital though education assuredly is in efforts to deal with these problems, it is only one of the necessary ingredients. And the problems are tough ones. We are finding, for example, that our economy must expand rapidly just to hold unemployment at current levels in the face of population growth and increasing automation. Something of the same phenomenon may be in store for education. In spite of enthusiastic increases in our educational efforts, we are still a long way from solving the dropout problem, or curbing juvenile delinquency. Our initial programs for manpower development and retraining have had mixed success, partly because of social and economic factors and partly because many unemployed persons were functional illiterates and could not benefit from vocational training.

But these results are to be expected. Success has been substantial in spite of the problems and the limited scope of the initial programs. We must not expect easy results, or oversell ourselves and the public on the results to be expected. Without a realistic set of expectations we are in danger of becoming discouraged and losing public support.

RELATING REALITY TO EDUCATION

One requirement for the continuation of our progress in education--in fact our progress as a Nation--has become increasingly clear in recent years. We must find ways to break into the closed circle of failure and indifference to education which continues to afflict a substantial minority of our people. This we must do merely to have a chance to reclaim our disadvantaged and our disaffected fellow citizens to economic competence and social identification. We know from experience that the circle is hard to break. Children of hopeless parents develop hopeless outlooks. Failure and apathy breed failure and apathy. But the circle can be broken and we know what it takes. It takes human concern, among other things, and it takes materials and methods that relate to the realities of people's lives, whether they be first graders or unemployed laborers.

The resultscan be heartwarming, as when a forty-year old man struggles five minutes to print his name for the first time, and smiles like the heir to a million dollars when he recognizes what he has accomplished.

Or step into a classroom in Southtown YMCA, in a rundown area on Chicago's South Side, through the eyes of a reporter for the Atlanta Constitution:[1]

> There are 11 young women, 9 young men.
>
> There is Ted, the hoodlum gang leader. And an unwed mother of three children, still short of her 20th birthday. The boy who was kicked out of school after a knife fight. The girl who ran with a street pack of young punks.
>
> Donald Bourgeois, a strapping man of a teacher, comes into the room. The class comes alive.
>
> At his direction they call off some of the new words they have learned, words that many a college freshman would be glad to call his own: "Celibacy...iconoclastic...agnostic... atheist...diffident...contrite...dogmatic...cynical..."
>
> They know the words, they know what they mean. And, amazingly, they know these words in the context of their own lives. They also have gained new insight into their own problems, their own characters.
>
> ****
>
> Remarkable progress is being made in formal school work, too. Husky young men of 21 who couldn't read a word a few weeks ago are beginning to master the printed page.
>
> A third of the 750 were functionally illiterate when the project got underway. They couldn't read a want ad, understand the directions on a bottle of medicine, or look up a name in the telephone directory.
>
> "There has been a jump of at least a year and a half in reading ability for everyone in just the first five weeks," said Edward Scaggs, a teacher at Southtown.
>
> "Some pupils have raised their reading ability by three school years, others by more than two.
>
> "And they will continue to improve, because now they are reading at home. They read the newspapers and current magazines. They are learning the joys of reading. It is as if we had unlocked the doors to a bright new world for them."

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[1] HOW TO SALVAGE DROPOUTS, Hodenfield, G. K., Atlanta Constitution, December 15, 1963.

Literacy is something all of us take for granted--we achieved it so long ago in the dimly-remembered past. But literacy is the key to knowledge and thereby one possible avenue to social reclamation.

LITERACY AND VOCATIONAL TRAINING

Literacy also can be the key to vocational training that will get a man or woman a job. We have seen recently in projects at Norfolk, New Haven, New York City, and many other places, that adults can learn auto mechanics, electronics, welding, drafting, masonry, carpentry, metal work, and other trades while greatly improving reading and writing skills. It is being demonstrated in more than twenty special projects that it is possible to recruit unskilled workers into training programs even when there are mouths to feed at home, and it is hard to take time out for training.

In the Norfolk project, for example, of the 100 men who started the 52-week program, 90 remained to receive their certificates. This represents a dropout rate of only 10% compared to an average of 25% to 40% in other retraining programs. Findings indicated that the participants' achievement scores in reading and writing were pushed up two grade levels in six months. The Norfolk results demonstrated that incorporating the improvement of basic education skills as a means to learn vocational skills and thereby gain employment gives an adult the practical incentive to learn.

From recent experiences in experimental retraining programs--both for youth and adults--we know that lack of basic ability is not a principal cause in most of the cases of uneducated and unemployed persons. Circumstance--the lack or the denial of training and education--has placed the culturally deprived worker at a crippling disadvantage in our society.

This is a problem we can do something about, widespread though it may be. President Johnson has made it clear that education is a primary weapon in his declared war on poverty and despair. In an article in the current NEA Journal, the President emphasizes that "The quality and quantity of our education effort should be stepped up at all levels in an effort to help persons attain the background they need."

THE BATTLE BEFORE US

Evidence abounds on all sides that Americans are ready to launch sustained efforts to eliminate functional illiteracy as a cause of social isolation and economic incompetence. The job will not be easy. It will not be crowned with overwhelming initial success. In addition to a lot of money, it will require talented and understanding teachers, and an ample supply of well-designed instructional materials aimed at the needs of these particular students.

This is one of the important tests of our dawning renaissance in education. Will this renaissance continue to bloom with increasing energy and creativity, or am I too optimistic in reading the signs? Our destiny as a free people may well depend on fulfillment of this tentative promise for a new and pervasive commitment to education in American life. The commitment will be sustained and the renaissance advanced by the combined efforts of all segments of our society, and of our educational enterprise in particular.

We are on the threshold of new developments in the teaching-learning process that will increase rather than decrease the importance of teachers and of high quality instructional materials. Government can reflect the concern of the people and support more and better educational programs. The writers and publishers of educational materials are indispensable partners in sustaining the quality and timeliness of these programs. Your capacity to deliver the goods is evident in the fruits of your previous labors.

OVERVIEW OF THE PROBLEM

DEVELOPING MATERIALS OF INSTRUCTION TO MEET THE NEW DEMANDS OF SOCIETY

by
Austin J. McCaffrey, Executive Director
American Textbook Publishers Institute

Our hopes are high this morning, as we see representatives of many government agencies, education, libraries and publishing meeting together in the common interest. On behalf of all the publishers I represent, and particularly those present, I want to express our appreciation for Commissioner Keppel's interest and hope that these meetings will be an initial step in a cooperative effort to meet the educational needs of this nation.

The task we have set for ourselves during this Conference can only be met if we all sit down together and lend our best talents to the solution of the problems of the undereducated and the untrained worker.

The responsibility we have accepted by attending these meetings is more challenging than the concept of universal elementary education as conceived by early educational leaders. However, with the combination of talents that has been assembled here--from education and its allied interests--we should at least be able to illuminate the road over which we will have to travel to meet the educational needs of our country during this period in our history.

We are all well aware that the diversity of needs and interests which must be met in adult basic education make it extremely difficult for educators to establish programs, and for producers of instructional materials to provide the needed tools. Adult education has no formal structure such as the public school system has developed over the years.

From the Dame Schools of colonial times, where school terms were short, attendance irregular, and established curriculum was unheard of, our schools have evolved through stages until in 1960 there were 36 million students in free public elementary and secondary schools, distributed chronologically and studying an established curriculum in recognized sequence.

Although the public school law enacted in Massachusetts in 1647 was an important historic development, the idea of mass education did not gain wide acceptance during the 17th and 18th Centuries. In 1787, however, Government interest was indicated by the wording of the Northwest Ordinance: "Religion, morality, and knowledge being necessary to good government and the happiness of mankind, schools and the means of education shall forever be encouraged."

New impetus was given to the educational movement after the Civil War when the normal schools became popular and teacher training was recognized as an important part of elementary education. It was during this time, too, that secondary education at public expense gained in interest. By 1890 there were 28 hundred public high schools, with an enrollment of 360 thousand students.

In the years from 1900 to 1920 education experienced another series of revolutionary developments. Educational research became a vital influence in determining the curriculum. Junior high schools were introduced into our educational system. Vocational education received impetus from passage of the Smith-Hughes Act in 1917, providing federal funds to match state money to finance education and teacher training in agriculture, trades, home economics and industrial subjects.

These stages of development in the public school movement have been matched in the publishing industry--from the hornbook to the new science textbooks.

In the early days of the Republic, the prime reason children went to school was to learn to read the Bible. The instrument of instruction was a sheet of paper on a small, wooden, paddle-shaped implement which contained the alphabet, numerals, the Lord's Prayer and other reading matter--the hornbook.

The next tool was the primer--the contents of which continued the spiritual flavor of education by including a rhymed alphabet which began: "In Adam's fall, We sinned all" and a Catechism. In addition, the children read Bible stories and AESOP'S FABLES] The NEW ENGLAND PRIMER was the one most commonly used in early American schools, and it has been estimated that three million copies were printed.

With the rise of secularism in American education, it was necessary to change the emphasis in the school books. At this point, the spelling book became popular. In addition to scripture and catechism, these books contained spelling words and arithmetic lessons. Several scholars of this time produced their own variations of the book. The most famous and most widely sold of these was THE AMERICAN SPELLING BOOK, commonly called "The blue-backed spelling book," which was prepared by Noah Webster in 1783. The spelling book continued in use for more than a century.

When the demands for better schooling and a broader curriculum stimulated the need for more textbooks in new fields, many volumes were produced by authors in order to satisfy these new demands and, of course, to popularize their own subjects. In 1822, for example, Jedidiah Morse brought out the textbook, GEOGRAPHY MADE EASY and C. A. Goodrich produced HISTORY OF THE UNITED STATES]

THE MAKING OF BETTER BOOKS

It was at this time, too, that efforts were begun to make books more attractive and useful to the reader. Better paper, clearer type, more pictures and more interesting reading material became the rule. Recognizing the importance of classroom aids, school equipment suppliers introduced slates and blackboards around 1820, and later on in the century, maps, pictures and globes became important fixtures in the classrooms. One of the early suppliers offered for sale "an apparatus," that is, a collection composed of geometrical forms, a numeral frame, a globe, two maps, an orrey, instruments to illustrate the seasons and simple equipment for the teaching of physics and chemistry.

By 1850, when it was seen that graded readers provided a much more efficient classroom tool than the earlier textbooks, several series in this field were produced. The most famous of these readers, MCGUFFEY'S ECLECTIC PRIMER, had sold more than 20 million copies by 1920, and still has advocates in some parts of the country. These books were constantly being revised and improved, and gradually the concept of a graded textbook was accepted in the other fields.

Textbook publishing made important strides after the Civil War. Previously, a potential textbook writer, usually a specialist in a particular field, would write a book about his subject and then look for someone to print it. Most of them were used only in the writer's own school and in neighboring communities. However, as the textbook field became more complicated, the publisher came into prominence because he was able to analyze the market, keep abreast of new educational thought and set up distribution facilities.

With the increase in enrollment brought by the expansion of free public education, it was no longer practical for a student to be given an assignment out of whatever book he happened to bring from home. As new courses of study were introduced, teaching methods improved and pupils were separated into rooms and grades, publishers accommodated the more systematic teaching and learning procedure by producing uniform textbooks for each grade and for all schools under the same jurisdiction.

Research studies inaugurated at the beginning of this century into child development have provided new knowledge about how children grow and the way they learn. The results of these studies have enabled the textbook publishers to build books specially designed for the needs of the students. The industry has continued to expand as the needs of education grew until today TEXTBOOKS IN PRINT lists 188 leading textbook publishers and over nine thousand textbook titles.

THE CHALLENGE OF NEW DEMANDS

Today, education is experiencing sweeping changes in content, methodology and technology. And, again, the textbook publishers are working with educators to develop instructional materials to meet the new demands. Government and foundation sponsored studies in mathematics, science and foreign languages have resulted in new curricula. Textbooks are being produced which will contain these new approaches to learning. Language laboratories, instructional television, programed learning, paperback books, films and filmstrips and overhead projectors are gaining wide acceptance in the classrooms as supplemental teaching aids. The textbook publishers are working with audio-visual firms to produce integrated systems of instruction. Some of the new methods of teaching include team teaching, upgraded classes, advanced placement of students and the downward movement of subject matter. Since these innovations require new and different textbooks, the publishers, in consultation with school personnel, are designing books to fill the needs.

With our public school system at this stage of organization, there is a guide to follow for producers of instructional materials in establishing goals and working out with educators the needed tools. However, the educational needs we are concerned with today have no established pattern. A study by John W. C. Johnstone for the National Opinion Research Center this year reports that institutions sponsoring adult education vary from churches and synagogues; schools; community organizations; business and industry; government; and the armed forces. The estimated total courses studied was 33.6 million and the subjects included: job skills; hobbies; home and family life subjects; general education; public affairs and driver training. The methods of study ranged from formal classes to correspondence study and on-the-job training. The length of study can be as short as a few hours and as long as a few years. The ages of the participants are from 15 to 65 or more.

DEVELOPING NEW TEXT MATERIALS

The preparation of materials of instruction for the elementary and secondary schools has traditionally been a cooperative undertaking. Scholars, administrators, supervisory personnel, classroom teachers and test experts have helped formulate the goals and guidelines of both content and methodology in book programs from which authors and editors have created the teaching tools. At the elementary level (grades 1 to 6), knowledge has been based around two subject matter areas--social studies and science. The other course offerings are the communication skills of reading, spelling, language construction and mathematics. At the junior high school level, orientation courses have been added to the curriculum in the practical arts along with modern foreign languages. In the senior high, subjects have branched out to include a wide variety of advanced courses in literature, mathematics, science, social studies, the fine arts, business education, the trades and the home arts.

The school year with its 180 plus days, divided into convenient terms and semesters with the 5-6 hour day and their time blocks of 30 to 60 minutes established a standard for the development of text materials, films and other instructional aids. Over a long period of time these materials have been fitted into the curriculum guides and teaching schedules.

Due to this type of curriculum organization it has been possible to construct a sequence of learning activities and experiences whereby teachers in the 50 states have had a wide variety of books to select from in attempting to fulfill the goals and activities outlined in their state or local syllabi.

Under these circumstances publishers have been able to produce books for a national market. Although there exists a number of variables which made a standard curriculum impractical such as marked differences in achievement levels of pupils; urban, suburban or rural living; wide range in financial support of schools; and the quality of teaching personnel, it has been possible to develop materials which have gained wide acceptance. In addition, publishers of both trade and text materials have produced books for more specialized groups in smaller quantities because of the increasing number of schools using a wider range of instructional materials. The growth of the school bookstore and the elementary school library have also been important factors in this development. Yet it has only been through this highly developed and well-organized system of dealing directly with established school and library units that it has been possible to gain the advantages of a mass market which results in reasonable per unit costs and invites the continuous production of new and better materials of instruction.

FIVE STEPS OF SUCCESSFUL COOPERATION

Success to date in school and publishing cooperation can be attributed to a well worked out process. From the idea stage to a tested product, there are at least five steps:

1. Definition of goals: In reading, it covers a minimum vocabulary load--in arithmetic, an outline of the fundamental processes--in spelling, a word list--in social studies, an orientation to our historical background and the character of American democracy--in science, a knowledge of the fundamental laws--and in the fine arts, an appreciation of perspective,

color and beauty.

2. Procurement of authors knowledgeable in specialized subject matter, in interests of pupils at various age levels and acquainted with the laws of learning.

3. Utilization of editorial personnel in publishing houses to assist in making the materials teaching instruments or self-teaching devices. Here much attention is devoted to order, illustrations, learning aids, bibliographies and general format. At this point, manuscripts are read by other experts and first-run trials are made in the schools.

4. The presentation and interpretation of the new materials to teachers, supervisors, principals and superintendents of schools in local, country or state school systems. This requires calls on thousands of school personnel by publishers representatives from Maine to Hawaii and Alaska to Texas. It requires national mailings of brochures, thousands of free copies for examination and ads in numerous educational publications. Furthermore, the publishers representatives have to defend their book program against all existing publications of their competitors. It is examined by pupils, board members, exponents of both right and left wing organizations and educational critics. The tests are rigid.

5. Finally the materials used are evaluated by the supervisors of learning experiences of pupils and adults. Frequently this is done by pre and post testing to determine how much knowledge has been accumulated. In addition, pupil attitudes are assessed to determine how extensively their interests have been maintained and their curiosity aroused.

CURRICULUM RESEARCH

Since the late fifties there has been more ferment in education than any similar period in our nation's history. The National Science Foundation has undertaken a wide variety of major studies in mathematics and science. Foundations and professional associations have produced new curriculum materials in the modern foreign languages. Over twenty commissions are at work in the areas of English and social studies. All of these studies are significant and serve as catalysts in centering attention upon new developments and techniques.

In making the research findings available for use in the school curriculum, a number of different procedures have been followed. Some have encouraged wide use of the materials with the resulting development of a variation of new books competing with each other for adoption in the schools. Others have been firmly controlled, resulting in a much more limited sharing of the research findings. It is understandable that because these research and development projects had no previous experience upon which to be guided in their publishing activities, it was not possible to determine what methods would yield the best results. Now that some of the results are available, it would appear advisable to examine them to determine what conditions encourage the widest distribution as well as the production of new and different forms of the materials.

Further, it appears timely that as a number of the curriculum studies cover some of the subject matter of this conference, that a liaison be established with various study groups to assure the fullest cooperation in the sharing and utilization of their research.

IDENTIFYING THE DISADVANTAGED

Leaders in government, education and industry have outlined clearly the challenge of attempting to educate a wide range of pupils and adults who, due to lack of ability, initiative, difficult circumstances, unfamiliarity with the English language or loss of jobs, suddenly find themselves disadvantaged. How are they to gain the skills necessary to perform the minimum tasks so essential for useful and profitable living?

President Johnson has made the suggestion that earlier physical and mental examinations and tests for youths eligible for service in the Armed Forces could provide earlier identification and remedial measures for this group. The Educational Policies Commission of the NEA's recommendation of adding two more years to our 12-year school program has implications for a possible long-range solution for these problems. Dr. Calvin Gross, New York City Superintendent of Schools, is working on plans to "saturate" certain slum areas with education which will permit youngsters in deprived districts to pull themselves educationally above their environment. Other suggestions will be made by resourceful people like yourselves who are seeking new and better ways to achieve this goal.

The producers of materials of instruction recognize these problems. They view their solution as both a responsibility and an opportunity. They realize that no sudden stroke of administrative genius is going to define clearly the markets, to set up a formal system of education as clear-cut as the elementary secondary school structure or to make available hugh appropriations of funds to purchase the needed materials. Yet much can and must be done to establish an approach for educating large numbers of these individuals. Some of the questions which publishers would like to have this Conference address itself to are:

1. Who are the disadvantaged? What is the criteria for this determination? How do you determine illiteracy? The unemployable? Eligibility for adult education?

2. How are the disadvantaged to be organized for instructional purposes? How many of these require basic education? Manpower training? Both? Will their programs generally follow the formal school program of Carnegie units, specified time periods, semester equivalents, or will each pupil or adult be dealt with in terms of his own needs? If so, how will this be dealt with administratively?

3. What role will the traditional educational agencies play? Who will coordinate the federal, state and local activities? For example, if it is determined that the City of Yonkers, New York, has 700 Puerto Ricans who cannot speak English, 500 unemployed adults due to automation, and 600 high school dropouts who desire to get more education, what is the responsibility of the city, the State of New York and the Federal Government under existing local, state and federal laws in providing for them further education?

4. What part can industry, labor, voluntary organizations and various types of institutions play in this work? How would they be coordinated with the programs of government agencies at all levels?

5. Who performs the teaching and training functions in existing adult basic education and job skill training programs? How does their preparation compare with elementary and high school teachers?

6. What experiences have we had with educational programs in the departments of government which show promise for use in community educational programs? For example, what can we learn from the success of the Armed Forces in teaching servicemen languages; from the diplomatic schools operated by the Department of State; from the testing program of the Labor Department?

7. What experiences have we had both under school and private auspices which would be valuable for wider adoption?

8. What types of educational materials--printed, audio-visual, manipulative--have proven to be useful in educating the illiterate, the unemployable and the school dropout?

9. Is there in existence an up-to-date directory listing the various types of adult basic education programs and job skill training programs both public and private so that communications could be established with those interested in producing materials of instruction?

If, during this Conference, we can formulate answers to these questions, I believe we will then be in a position to move ahead toward developing programs and materials of instruction for the undereducated.

SUGGESTED RESEARCH AREAS

Along with the enthusiasm which is sure to accompany new programs in education, there is sometimes the tendency to rush into print new books and other teaching aids without first testing them thoroughly or evaluating them in terms of established criteria. Much of this could be avoided to everyone's advantage if some cooperative research could be carried on and made available to everyone. No doubt before this Conference is over, a number of important areas will be suggested for such treatment. With this in mind, I should like to mention just a few:

1. Teaching of the English language to adult immigrants. How do you deal with adults of various cultural backgrounds?

2. Vocational and Business training in junior-senior high school. What type of education prepares youth for the type of jobs which are open to them now and in the foreseeable future? Should we require a general education in reading, writing, arithmetic, thinking and dealing with people, in addition to the vocational training, as suggested by Theodore Yntema of the Ford Motor Company, in order to provide students with skills generally needed in any kind of work?

3. Self-teaching techniques. How successful have correspondence courses, programed materials and other self-teaching aids been in raising the undereducated to a level whereby they no longer require a more formal type of

education to meet their needs?

4. Instructional Materials used in combination. Should materials of instruction for the undereducated be different from those prepared for the balance of the school population? How can the various types be used most effectively in combination?

5. Factors influencing the education of the undereducated. In the preparation of instructional materials, should special consideration be given to age, sex, urban living or geographical location? If so, in what manner?

6. Motivation and incentives for adults. What is known about the psychology of learning in adults?

7. Educating the undereducated in other highly developed countries. What instructional techniques and materials have been used successfully in other countries that we are not using in the United States? Could some research be done concurrently in other countries in order to share these findings?

If the deliberations of this Conference warrants such action, and I think they will, a Committee should be appointed from the participants to investigate the possibilities of research on these questions, as well as the others which will develop from our discussions, through Title VII of the National Education Act, with colleges, universities, foundations and others who would have a vital interest in the answers.

Important and interesting as this research may be, we would have missed the central point of this conference unless we viewed our opportunity in a larger sense. In the words of Harvard's President Nathan M. Pusey: "Education should above all, and essentially, free men capable of thinking for themselves."

The re-education of the school dropout, the attainment of the communications skills for illiterates and the equipping of displaced adults with vocational skills are essential to prevent the breakdown of the human spirit without which no one can even contemplate attaining the higher goals in life. But, having done our best for the disadvantaged, there lies before us the unlimited opportunity to make lifelong learning a reality for millions more of our citizens. The First Session of the 88th Congress, although divided on many issues of the day, gave to both the schools and the libraries a mandate to proceed with dispatch to carry out their mission. In fact, as you know, President Johnson has referred to it as an "Education Congress." Additionally, the President has indicated his concern over the undereducated and made clear that his Administration will foster programs to eliminate adult illiteracy and school dropouts.

Legislation involving the expansion of libraries, the extension of vocational education, desirable modifications in the National Education Act, provide for all interested Americans a springboard on which to initiate new approaches to educating the adult. In a real sense, our meeting here in the next two days could be the start in developing a program of historic significance. We have the opportunity not only of giving recognition to a great idea, but to help in defining its goals, shaping its organization, identifying areas for cooperative research and investigating ways of coordinating the efforts of all who share our interests.

PANEL I

FIRST SESSION
January 14, 1964

A REVIEW AND APPRAISAL OF EXISTING INSTRUCTIONAL MATERIALS FOR ADULT BASIC EDUCATION PROGRAMS

Panelists: Dr. Edward W. Brice, U. S. Office of Education
Dr. Arno Jewett, U. S. Office of Education
Dr. Kenneth Brown, U. S. Office of Education
Mr. G. Hinckley Porter, Social Security Administration
Miss Dorothy Kittel, U. S. Office of Education
Mrs. Betty A. Ward, U. S. Office of Education

DR. EDWARD W. BRICE: During the past three months, we have had one of the most exciting experiences that we've had in the years that we have been in the Federal Government. This excitement has been caused by the selection and appointment of a Task Force in the Office of Education. This Task Force was suggested by Dr. Reed, Deputy Commissioner who has shown great foresight in trying to look at problems in American education, and trying to develop methods and procedures for dealing with them before they assumed crisis proportions. The work of the Task Force is contained in a report written for Dr. Reed in accordance with his charge to Task Force members. I am going to read the Introduction only to this 62-page report. Let me first read, as an introduction to the panel discussion this morning, what the Task Force said in relating this report to the Deputy Commissioner and the Associate Commissioner:

> "In accordance with your request, we have surveyed and reviewed much of the existing instructional materials being used in Adult Basic Education Programs throughout the country and prepared the attached report giving our findings and recommendations. We have given particular attention to those adult basic education materials which are job related or occupationally oriented, and some attention to the inescapable problems involved in filling the 'instructional materials gap' which now faces us as we move forward organizing adult literacy courses as part of manpower development and training programs.*
>
> As Commissioner of Education so aptly stated in his testimony on Title VI-B, Adult Basic Education, H.R. 3000 on May 16, 1963:
>
>> Adult basic education is the foundation upon which any program to train and retrain large groups of unemployed adults must be built. It is both the door to vocational training and the path away from chronic social dependency, unemployment, and personal deprivation. Like all education, basic education provides an opportunity for the citizen to engage in those fundamental cultural activities and creative endeavors which enrich life and which make it possible to function adequately in today's often frighteningly complex world."

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*For a copy of the Report of The Task Force on Adult Basic Education, Instructional Materials and Related Materials, 67 pp, USOE, mimeo, Jan. 1964, write: Dr. Edward W. Brice, Director, Adult Education Branch, U. S. Office of Education, Washington 25, D. C.

With this introduction, I would like the members of this Task Force who had the rare opportunity to work at this over a period of three-and-a-half months to tell us what they found, and to make whatever recommendations they felt necessary to make. Without any kind of protocol order here we're going to ask Dr. Arno Jewett, Specialist in English, U. S. Office of Education to make his report at this time.

DR. ARNO JEWETT: I'm dealing only with the English part of the program: literature, language, composition and reading aspects. We looked at about 150 different publications of various titles that dealt with the field of language arts and skills. We did not pay much attention to the basal reading series because we thoughtthat the content, style, illustrations and language would not be appropriate for adults.

We did look at quite a few of the materials prepared for the Armed Forces, and especially the materials that are still being used with considerable success by the Army. We looked at materials that were prepared for immigrants, for foreigners; materials prepared to teach English to Puerto Ricans and other nationalities. We attempted to evaluate the latest materials that were in copyright, the latest revisions wherever they were obtainable.

On the basis of my examination of these materials in English, I arrived at certain tentative conclusions, and these conclusions are not based on any field testing, although Dr. Brown and I did get out into the field to observe several adult programs in operation and talked with individuals in the field. Here are my general conclusions:

1. There is a serious shortage of materials for teaching basic reading skills, especially word recognition skills, to functionally illiterate or semi-illiterate adults.

2. Materials which aim at teaching reading skills seem to stress vocabulary more than anything else, although it is assumed that the individual already has quite an extensive vocabulary.

3. Of the materials which purport to teach language skills, all employ content that is too pedantic,. advanced or formal for adults normally taking basic education courses. For example, some exercises in these books try to teach distinctions between shall and will, should and would. I cna't imagine a garage mechanic saying, "To whom shall I throw this monkey wrench."

4. For adults who read at the 5th-grade level or above, there are several good publications available some of them in magazine form, to upgrade reading ability. There are also many pamphlets, some of which are government pamphlets aimed at teaching adults how to apply for jobs, how to write a letter, how to apply for social security, etc.

5. Except for one series, prepared for junior high school students, there is no textbook series or program which integrates reading, language and arithmetic, and other subject matter. This might be an issue you will want to discuss--whether we should try to teach arithmetic along with language.

6. Few materials--and I looked at the materials which have recently appeared for the primary grades--give a realistic picture of life for the culturally and economically disadvantaged populations, especially the Negro and Latin-American groups.

7. Most of the reading materials of Grade 1 through Grade 4, employ only the subject, verb, object sentence-pattern, instead of the various patterns normally employed by adults in everyday speech. I consider this to be important because many of the basal reading series have this order: "Sally sees Spot." "Spot goes bow-wow." "Bow-wow-wow goes Spot," and so forth. Most of the drawings, sketches and other graphics in these books are appropriate and suitable.

8. Almost none of the books give sufficient attention to qualities of good speech: verb articulation, clear enunciation, correct pronunciation. Nor do they spend any amount of time on courteous listening, polite conversation and other aspects of good oral communication which are needed by employees, whether they work in filling stations, on switchboards, in a department store, or somewhere else.

9. Although letter-writing is treated in several textbooks, few of them give adequate instruction in practical writing tasks, such as the completion of job order forms, lubrication charts, and various types of reports required of blue-collar workers. Most of the assignments in written composition would seem very non-functional for adults in basic education courses.

Now, on the basis of these findings, I have set up some recommendations:

1. New printed material should be developed to teach adults enrolled in basic education courses. Textbooks and other instructional materials are particularly needed in the field of reading, especially Grades 1 through 8. I would say that the most serious need is in Grade 7. We need new materials in the field of oral communication and in the area of functional descriptive grammar and appropriate colloquial usage. We need also exercise in written reports, related to occupational and vocational needs of blue-collar workers.

2. Materials should be developed to achieve at least three basic purposes in the field of English:

    a. To give adults a solid foundation in the skills of reading or in written expression and arithmetic.

    b. To upgrade basic reading, writing and arithmetic skills of adults to the senior high school level.

    c. To prepare adults to obtain and hold semi-skilled jobs when they are available.

3. Before materials are developed, a thorough survey should be made of the adults who could profit by courses in basic education: their personality traits, vocational goals and aspirations; their educational attainment, health needs, history of employment and unemployment; and their qualifications for available jobs.

4. After materials are prepared in draft on a preliminary form, they should be field-tested with different types of adults and then the material should be revised as necessary.

Now, there are certain criteria which I think might be followed in preparing these materials:

a. Goals for each lesson should be clear, practical and attainable with the keyword being "attainable."

b. Lessons should teach one or two concepts only--but thoroughly.

c. Subject matter and learning activities should be familiar and interesting.

d. Materials should motivate and encourage individual independent reading, speaking, writing, other studying. The language used in all the lessons should be adult in tone, if not in vocabulary.

e. Sentences and instructional material should be similar to the sentence-patterns used by these adults in all communication.

f. Skills and concepts should be presented in a logical, sequential order.

g. Lessons should provide for a review and reinforcement of skills and concepts already taught--and this is most important. (Dr. W. S. Grey over ten years ago, wrote a report for UNESCO which proposed various ways to eliminate illiteracy around the world. One of the points which he made very strongly was that, after we establish certain basic skills of reading, primary skills of reading, we have to continue to reinforce these and extend them. Unless we do that, these individuals drop back to a very low level of attainment.)

h. Lessons or other printed materials should be prepared in a flexible form so that they can be geared to individual needs and presented in a clear-cut fashion.

In conclusion, there is a pressing need to evolve some field tests, new materials for use in adult education courses. The two areas which deserve immediate attention, I think, are foundation courses in reading, oral and written communication and vocationally related courses which prepare adults to obtain and hold available jobs. Job-related materials should be prepared in short units which can be organized on an individualized and small-group basis.

DR. KENNETH BROWN: Dr. Brice has indicated that I have a bias in the area of mathematics. A few years ago, Dr. Jewett and I were loaned by the Office of Education to the Department of Defense, where we worked with some field programs for functional illiterates. A few months ago, Dr. Brice asked us if we would explore this area. Since I had visited some of the programs that are going on all over the country, we looked at some of the materials I had gathered. Most of these classes, as you know, are composed of small groups of students. What I will say will be based on teaching materials for small groups of students. If we tried to teach 400-500 of these people in one group, these materials might not serve at all.

Most of the people I visited with, especially the teachers, indicated that the groups should be smaller than the ones that they had. They probably should be on an individual basis. Someone in New Haven felt that there should not be more than four or five in a class, since success depends on a great deal of individual work.

By and large, in the classes I visited, the interest was not in mathematical studies per se nor in arithmetic, but only: "How much of this can I learn in a hurry as a stepping-stone to a job?" With this in mind, teachers are looking for sources of material. One of the sources would be textbooks as used in the grades.

On the basis of having these classes, I would like to make just a few comments that I got from the teachers and students.

1. The materials the teachers told me they would like most to have would be some kind of looseleaf pamphlet material. The reason for this is that if they see that Mr. Jones does not understand carrying multiplication, they can backtrack to the looseleaf material and pull out those lessons for review.

2. The teachers indicated that, for motivational purposes, they would like to have work problems separated from mechanical drill work. They would also like to have a variety of work problems concerned with different vocations. This was mentioned often because people are better motivated when they see a personal vocational interest of their own in study materials.

MISS DOROTHY KITTEL: In our materials study, we roughly divided the items we received into broad classification categories. Materials that did not fit easily into science, literature or mathematics were placed in social studies. It is significant that only 50 items of the 500 were classed in this group. These materials were examples having potential usefulness in teaching adults between fourth and eighth-grade literature levels.

We found that with the exception of a few Federal Government publications, such as those of the Social Security Administration, there are almost no materials that would assist the unemployed, undereducated adult to understand his economic, cultural and social needs or the resources available to him. While there were several fine publications for foreign-born citizens seeking U. S. citizenship, nothing was received (with one exception) for the undereducated American that would increase his understanding and appreciation of his heritage or enable him to function better as a citizen. The exception was a book published by the University of North Carolina Press in 1927.

Most of the materials produced by local groups, school boards and other organizations were mimeographed materials. These were poorly done and not illustrated; they contained typing and grammatical errors that made them difficult to read or to understand. Most of them were without interest and very dull. Much of the material produced by commercial publishers is geared to the interests and needs of middle-class children, not to adults who have held jobs, reared families and have the responsibility of trying to make a living.

The recommendations that you heard Dr. Jewett make regarding the preparation of materials to teach English seemed to me to fit very well into this category too. We need materials that will stimulate basic adult educational programs; that will stimulate interest in improving the economic, the social and the cultural conditions in which the individual finds himself; inform him of local, state and national programs and resources that are available to him, and create an awareness of the needs and essentials of a democratic society, of the forces that operate in it and the role of the citizen.

MR. G. HINCKLEY PORTER: The Social Security Administration is not an educational agency nor a textbook publisher. However, for many years we have been concerned with almost the entire population of the country and its understanding of Social Security.

We began, first of all with the difficult problem of producing some material for the migrant farmer. We needed some materials that could be used in the classroom for reading. Recently we came out with a new version of a reading lesson booklet on retraining. Because of this, we were asked to take a look at what other federal agencies were doing in Washington. We found a number of agencies were at least thinking about planning activities. But very few federal agencies produce materials. In my opinion, the agencies that have produced materials in the educational field have been the ones that for a long and continued time have had a direct responsibility for our disadvantaged groups--Indians, foreigners, even the deprived that are in our armed forces.

The newer programs, it seems to me, under the NDTA and ARA and the public assistance arm of Social Security, while they have responsibility for programs, leave almost entirely up to local or state school people the materials, programs and methods of conduction. Also, as I am sure you all realize, in Washington we only see the top of the iceberg and many of these federal programs were meant to pay off at the local level without Washington knowing in detail just how these programs are being carried out.

Looking to the problem of the textbook publishers, I believe they realize the Federal Government is one of our biggest publishers, although not of textbooks. Federal agencies could be of great help to textbook writers and publishers, because federal programs suggest material with adult interest. Many of the programs in our own department are relative to public health, food and similar protection and offer material that seems by its very nature to be of adult interest and useful to people. Finally, even though the Federal Government does not have, in my opinion, much material for use, a careful review of the thousands of pamphlets and publications produced by the government shows a number of leaflets or booklets that could be used until additional materials can be supplied.

MRS. BETTY A. WARD: Our major task was to evaluate materials useful to people who had had at least a fourth-grade education, if they were to be considered as possible participants in job-related programs. We found that the first-, second-, third-grade reading-level persons were not able to progress without additional fundamental work. The valuation covered five points on our evaluation sheet: Clarity content for the grade level indicated, accuracy content, aptness of the illustrations, general usefulness of the materials, and lastly, technical characteristics.

A survey of the existing materials revealed a paucity of available items in the areas of non-verbal communication and certainly our technicians felt that the newer reading areas were being neglected. Films do exist but very little has been prepared to date for this particular group. We examined kinescopes although they are not numerous. Operation Alphabet was reviewed because it was perhaps the one effort with a great deal of potential coming forth in the past year. Operation Alphabet, however, does not pretend to take the individual beyond the third-grade level.

The educational media specialist, citing the use of the 8mm. self-instructional type film, suggested that we prepare selected experiences in the daily life of the adult which will provide a basis for a meaningful development. These experiences should be photographed under the direction of professional people with a specially prepared script.

We would like to have a greater use of concept charts, discussion and reading charts as well as other simplified materials such as study charts, flash cards, hand charts which are a direct outgrowth of the unit are already available in printed form. Teachers would like permission to use from textbooks good charts, graphics and diagrams which can be used in overhead projections. Spelling charts are badly needed to help reach these persons who cannot cope with large books.

Our conclusion was that there is present only a limited number of job-oriented volumes. Since educationally-disadvantaged persons cannot use materials that were prepared for advanced readers, some of this vocational material should be adapted.

DR. EDWARD W. BRICE: There is a full section in the report itself which identifies most of the pertinent or related research in this area of concern. The need for research is urgent and pressing in terms of discovering new methods of teaching adults how to read, of trying to develop the type of course content this material should have.

I would just like to conclude this part of the panel by actually citing the conclusions of the Task Force in terms of the over-all estimate of the situation. The Task Force was convinced that related disciplines and professional competency must be brought together, both in and out of government, to conduct the research and development program leading towards a development of a system of materials to do the adult basic education job if major advances are to be made. The implementation of a large scale adult basic education program does not necessarily have to await this development.

A real beginning we believe can be made with some of the material we have on hand. But we would strongly urge that a system of materials be developed and teams be assembled consisting of an adult education specialist, a reading specialist, a linguist, an educational psychologist, and a vocational educator. These terms would first define in specific behavorial terms, those skills and knowledge to be introduced in the series. Then they would plan a system of instruction that would include self-instructional material to be taken home by students, including charts, filmstrips, etc.

Following this preliminary planning, material should be developed, adapted in sequence and field tested in manpower development training demonstration programs. This and similar empirical data and developmental procedures would require substantial financing, but in the judgment of the Task Force should be immeasurably productive.

The Task Force concluded by making the following major recommendations.

- The need for adult basic education materials is urgent and the market is potentially great.
- If adults requiring adult basic education training are to be truly served, instructional systems must be made available which go far beyond the materials of limited usefulness which now exist.
- The development of such a system of instruction for retarded adults will require the best minds in the country in order to make possible the necessary testing and validation of the materials before mass use. Should such a system become available, whether through private or public means or a combination of the two, implications for expansion are significant in that such a system will be needed in other countries as well for acceleration of basic education.

The Office of Education is the essential arm of the Federal Government in providing leadership for the achievement of the objective recommended in this report. The Task Force believes that the Office of Education is approaching a stage of development which will permit it to assume that obligation and the Task Force hopes that its report may contribute to that end.

RESPONSE

MR. WILLIAM SPAULDING: Since I have been asked to respond I want to say that I have listened carefully, made notes, have found myself in disagreement with almost nothing that has been said. My impression is that the panel and the speakers before the panel have solved problems, have raised the right questions, and that we are all set to go after a very profitable meeting. I would like to say that Mr. Reed certainly let us have a real sense of the importance of this problem.

It has been said there is no formal structure for adult education, that what we need is materials designed to meet the needs of the students who are enrolled in classes in adult education. We need cooperative research to find out things about the effort of developing countries to combat illiteracy that could be very useful here. As a matter of fact, I have had some experience in developing countries in the past few months and I just wonder if because the way they have organized their adult education program, the way they have defined the program, the way they have set down their curriculum and their aims, they may not surpass us in this job. We are certainly a developing country in this area and we can well afford to work with other developing countries in solving a problem that none of us knows enough about. The panel was distressed by the fact that there are almost no materials that seem to be geared to meet the problem that we face, if I understand the problem correctly.

We are not now talking about the whole range of what we might call adult education. We are talking about illiterates. We are talking about the need for training people who do not have jobs. And we are talking about school dropouts.

The publishers have not tried to produce materials for these segments of the adult education market. In fact, looked at in one way, they have done a miserable job in producing any material for what we now think of as the broad range of adult education. Why? Simply because adult education itself is completely disorganized.

There has been no money with which to purchase materials; there has been only a few potential markets and no real hard market at all. We don't now know what to do, we don't now know enough about the audience we would like to reach with these materials, whether textbooks, films, programed materials, television or what. We must consider all of these and not simply the printed word. We've got to see that printed material is aimed at a real audience.

We do not know nearly enough, any of us here, about the adult who is illiterate. With a good testing program, we could find out a lot that would enable us to pinpoint materials for his use, reading, social studies materials, etc. We know almost nothing about the teachers who are concerned with adult education. I don't think we really know who they are. We know almost nothing about the conditions under which these people teach. Until we know these things, until there is an organized system where group materials can be produced, wisely selected and used on a wide basis, not much is going to happen insofar as providers of materials for instruction are concerned.

PANEL II — SECOND SESSION

INSTRUCTIONAL PROGRAMS IN MANPOWER DEVELOPMENT TRAINING

Presiding: Dr. Emerson Greenaway, Free Library of Philadelphia

Panelists: Dr. Eddie Dye, U. S. Office of Education
Mr. Francis Gregory, Department of Labor
Mr. Emerson L. Brown, McGraw-Hill Book Company

DR. EMERSON GREENAWAY: Librarians over the years have seen many changes involved in the shifting of manpower situations. In our own field we can look back to the time when clay tablets were in production, and then somebody discovered papyrus. Then papyrus gave way to vellum and the scribe and finally paper made its appearance. The scribe still held on but not for long and first we went to block-printed books and then to books printed from movable type. The steam press came into being and this opened up a new era of cheap printing and means of communications such as we hadn't known before and today we have more modern methods than the steam press.

So, we have also seen the same sort of thing, shifting from one industry to another and we like to keep a record of these things in our libraries and hope that they will help others in the solving of their problems.

The great difference, it seems to us in the library field, is that it is not so much that it is new to have one industry give way to another or people thrown out of work because of new inventions, but the rapidity of the change, and the extent to which this affects so many people, has caused problems that we have to solve.

The program this afternoon is in the form of a panel discussion on the Instructional Programs in Manpower Development Training.

We are not going to ask Dr. Dye to do it all by himself. He has some distinguishe people with him on this panel and I will call on Dr. Dye now to introduce his panel and the program for the afternoon.

DR. EDDIE DYE: I thought first I might take just a minute or two to give a thumbnail sketch of the Manpower Development Training effort that we are engaged in in the Office of Education and in the Department of Labor, for those of you who are not familiar with the nature of this program.

The Manpower Development Training Act was passed in the spring of 1962 but funds were not made available to launch this program until the following September. We have been in the business of retraining people who are displaced by automation and the hard core unemployed for nearly 17 months.

We have approved 2,442 projects in the first 16 months. These projects were designed to accommodate 103,611 individuals. The first year there were approximately 57,000 people either in training or who had completed programs. Our goal this year is 90,000 people to be trained or retrained in the Manpower Development Training Program. The long-range goal for the three-year period was 400,000, so next year we have as a goal 211,000. That will be from this coming July for the fiscal year 1965 that follows.

Out of the total money that has been committed by the Department of Health, Education and Welfare as of December 30, we had expended $64,215,000. Of this, $33,000,000 was spent for training in the fiscal year 1963 which, as I have already pointed out, was approximately two calendar months short.

Then, so far in fiscal 1964 we have committed in excess of $31,000,000 for training funds. We have authorization this year for $161,000,000 for the Manpower Development Training Program. Congress appropriated $110,000,000. This is for both training and training allowances.

The authorization for appropriations next year are increased tremendously. Next year we are authorized a total of $407,000,000 in Manpower funds. This is quite a jump from the $161,000,000 that we were authorized this year. In addition to this, the Vocational Education Bill was recently passed and this gives an authorization of $60,000,000 for this year and $118,500,000 for next year. This is in addition to the $57,000,000 that has previously been authorized for vocational education.

I believe Mr. Spaulding mentioned (just before we broke up our sessions) that there was a lack of funds, in many cases, for the purchase of materials that we were discussing this morning. Here is a source of some funds that are available. The Manpower Development Training Funds can be used in part to purchase textbooks and instructional materials, and this money is on a non-matching basis. The $407,000,000 next year will also be non-matching money. The year following that the states must match $1 for each $2 in federal funds they receive.

The vocational money that I mentioned earlier, the $60,000,000 this year does not have to be matched unless it is used for construction and then the next year and all subsequent years it must be matched dollar for dollar by the states, but this money can be used for the purchase of instructional materials.

During the first year of the Manpower Development Training Program, that ran from September of 1962 until June 30, 1963, we found that many thousands of the youth and adults could not enter Manpower Training Programs because of educational deficiencies or socio-economic handicaps. These handicaps prevented them from being selected for the training programs.

We have some statistics on the characteristics of 31,276 trainees. This is just a random sampling of 31,276 trainees and covers those in the first year of the program. 924, or 3% of this group had less than an eighth-grade education. 2,364, or 7.6%, had an eighth-grade education. 9,343, or 29.9% had between 9 and 11 years of education. 15,755, or 50.5% had a twelfth-grade education. There were 2,805, or 9% who had an above twelfth-grade education; so 60% had either a high school education or a post-high school education. Only 3% of this group had less than an eighth-grade education.

It is quite obvious here that we have omitted the hard core unemployed and the educationally deficient persons that we were talking about this morning.

I would estimate that we have approximately 10,000 people in training for whom basic education is a part of the occupational training.

Now, a little about the nature of the projects. There are nearly 300 different occupations for which we have trained in so far. I have an alphabetized list by occupational titles of the programs that have been approved from the beginning of the program to September 30, 1963. There are 525 job titles in this but some of the job titles are just different titles for the same program. The last count we had, and the best we could ascertain, are approximately 300 occupations in which we are offering training, so there is a tremendous need for both instructional and student materials in these different occupations.

The leading occupations that we have so far are machine operator, auto mechanic, welder, clerk-typist, stenographer, sewing machine operator, electronics assembler, nurse-aid and licensed practical nurse, clerk-stenographer, waiter, waitress, auto body repairman, typist, salesman, electronics mechanic or technician, boot and shoe cutter, stitcher and sewer, draftsman, secretary and carpenter.

Naturally we had to depend upon the curriculum materials that were already in existence at the time the program commenced and this is largely what has been used.

However, in the Office of Education we have provided some curriculum guides or suggested training programs for some of the occupations in which this information did not exist. We have prepared and have completed four curriculum guides. One of them is clerical and record keeping occupations; another is stenographic-secretarial occupations. These were prepared by outside publishing firms for the Office of Education, under contract and we have a course in instrumentation and highway engineering aids. We have suggested training program for highway engineering aids.

Here are some of the other curriculum guides that we are preparing, either in the Office of Education or have under contract. We have a home and community service occupations in which there are nine suggested training programs or curriculum guides. This includes such items as child day care center worker, management aid in low rent housing projects, and so forth.

We have partly completed another series which should be available in the next 90 days. This is the peripheral data processing occupations. There are 12 different curriculum guides being prepared for converter operators, key punch operators, statistical clerks and so forth.

We are preparing a number of curriculum guides that we need not discuss now. All of the curriculum guides or the suggested training program outlines that I have mentioned are for use by the instructor. There is not any material available for students in these classes and we do not anticipate that the Office of Education will assume this function. This, we feel, is not our purpose or responsibility.

However, let us review a curriculum guide in highway engineering. This is the training program or suggested training program that the leading engineers in the construction of the interstate highway systems think is of a nature that someone who is training to be an aid to a highway engineer should know. In other words, in this we include all the things that an aid to a highway engineer should know and be able to do. This includes drafting; it would include a little knowledge of highway construction materials, both concrete and asphalt; it would include basic surveying but there is not available, to our knowledge, a text for the student that covers just these items. In other words, teachers are having to take a civil engineering text and extracting a little here and there. There is nothing of a systematic nature that would serve as a text for the students in these courses.

At this time I will call on Dr. Gregory to discuss with you something about the Manpower Program from the labor viewpoint.

MR. FRANCIS GREGORY: It might be well to keep in mind that this participation by government in training for occupations is the residual responsibility of government when it detects and realizes the importance of faults or lacks in our system.

More than that, we view the leadership of this nation in the community of nations threatened by a lack in productivity and a lack in the strength of the national fibre; as we attempt to compete in a world in which we face the Russian block, the government feels compelled to address itself and its resources to the whole business of insuring that every citizen becomes a contributor, a productive contributor to our gross national product, both in quality and quantity. As it thinks about this problem it recognizes the fact that education and free public education has to be depended on to somehow deploy American manpower among the levels and stations of our industry to the end that each person is contributing in terms of his abilities and aptitudes and to the end that our product is of the type it should be, and of the quantity it should be.

Of course vocational education, and federal participation in it, are nothing new. Under previous acts there have been grants-in-aid to the states. This is the program of vocational education which goes back to the first World War when our supply of new manpower was cut off by the Emigration Act and we faced the need to man the stations of our industry with skilled workers. Vocational education has continually attempted to identify the occupations which give promise of fruitful and extended employment and then to train our young people to have beginning skill in these areas, at the same time giving them the essentials of general education so that they could be full citizens. However, the Manpower Act added an additional ingredient. It attempted to write job opportunity into the formula, identifying the training areas which are in demand and then having the employment security people locate trainees whose potentials suggest that they would meet success in these occupations. These programs are then recommended. At this point the Department of Labor delegates the training responsibility to Health, Education and Welfare and through the system that has been devised the program gets underway.

This is really in the nature of a remedial program, a kind of crash effort to stand still while running. Although we boast of over 100,000 trainees, we still look at the spectre of 4½ million unemployed on the horizon and there are influences which are tending to increase this number, even as we attempt to reduce it by training.

I see Dr. Curtis Aller is here from the House Committee on Education and Labor. I hope that I have expressed the concern of government as represented in his committee, that this kind of a problem that we face cannot be left to the accident of local initiative and local resources but must be supported and gotton underway by actual participation of the Federal Government.

As we look at the problem of trying to get manpower into jobs, by far the heaviest problems lie in the area of the chronically unemployed, the uneducated, those who are neither prepared nor motivated to carry their share of the total load of productivity, so-called the "hard core." If you examine the hard core you notice a high incidence of lack of basic education.

We have 3,000,000 people in our labor force who can't read or write at all, who are totally illiterate.

In dealing with the problem, how do you go about persuading a man that he ought to get a job - and then trying to help him to get a job - when he can't even write his name? There is probably no better example of a dedicated approach to such a problem as the one that exists at the Norfolk branch of Virginia State College. I see Dr. Brazziel is here and I am sure that you would like to have him tell you more of how his faculty team designed a project that aimed at showing one way to do it. It involved motivating 100 workers, mostly Negro, who hadn't worked for years, who for the most part were functional illiterates resigned to their fate.

The problems faced by the Norfolk project, I think, are typical of those faced by any of these projects aimed at the less educated. The Norfolk group had to construct its own educational materials. They involved the students in this, and out of the project has come a prototype of materials designed to be both interesting and not too difficult or frustrating for trainees.

We must understand that it takes something like a quest for a job to make basic education meaningful. It involves more than merely offering a course in reading on television to make the illiterates sit down for a half-hour a day.

Operation Alphabet was tried in the District of Colunbia, with only moderate success because it was not well motivated. There wasn't enough reason for a person who couldn't read to subject himself to a 6:30-7:00 TV program 5 days a week or to sustain his interest through the 100 lessons and to submit to the examinations by mail.

In the Norfolk project, the reason to learn to read existed. When a man is working in an auto shop and can't read the names of the tools or motor diagrams or the service charts, he's got a reason to learn. I believe the job that we can do with manpower training will be better. Instead of hand written readers that take as their content practical bricklaying and which include a vocabulary which the instructors feel is within reach of the students, we will have something that is more than guess work and which will represent a new body of knowledge improving the general quality of text material available.

I know that the Labor Department, even though it is once removed from the actual training programs except in the experimental and demonstration areas, shares the Office of Education's interest in further activities growing out of this conference and we certainly will be anxious to make available to you what we have found out so far. Perhaps when we repeat the Norfolk project elsewhere, we will have the benefit of far better instructional materials.

At this time we will turn the program over to Mr. Brown.

MR. EMERSON BROWN: I am going to limit the comments that I have to make here almost entirely to the pre-vocational and vocational education that is now being offered in the secondary schools and I think that perhaps I have some reason for this since the company I represent has long been engaged in publishing books in these areas.

If this is the world of non-work, may I say that the publishing in many of these areas is the world of the non-book, and that perhaps is one reason why I am possibly the only publisher represented here who really has what might be considered a comprehensive list.

We talked a great deal recently about culturally advantaged young people. I think we sometimes fail to recognized that we have technically advantaged young people.

Let's take the case of Robert. Robert has middle-class parents. As soon as he is born his parents are teaching him to grasp, to use his coordination. They buy him educational toys so that as soon as he can take a hammer and hit a peg he is driving pegs into a pegboard. Soon after this his parents get him an electric train and Robert, in order to run this train, has to learn any number of technical skills.

I could go on and elaborate to the point where Robert enters Junior High School or Senior High School he is a technically advantaged young person. He knows a great deal about nature. He has learned to manipulate, to use tools. He has learned to coordinate hands and eyes. He has learned many of the basic skills that young people need to enter vocations.

Now, let's take the case of Richard, who grows up in a slum. Richard's parents, his mother more likely than not, hasn't the time to give Richard the same attention that Robert's mother has. He doesn't learn these various skills. His parents may not be aware of the fact that there are educational toys. The apartment he grows up in does not provide room for a train and the street he plays on has not given him an opportunity to use the scooter toys and the bicycles and the other toys that teach mechanical skills.

It is quite likely that Richard is growing up to be a technically disadvantaged young man and Richard is the young man that we put in the pre-vocational courses and in the vocational high schools, not considering the fact that he is not only non-verbal but technically disadvantaged.

Here, it seems to me, is the reason for the basic problem of what we are talking about today. Preparing materials for Robert and preparing materials for Richard are quite two different things.

Now, let's see how the schools go about it today. In the comprehensive high school you have usually an industrial arts program which is termed pre-vocational. More often than not, a good comprehensive high school will offer courses in woodworking or metal working or general shop; most certainly in drawing because drawing is the door through which young people enter the world of engineering and the universities --and the universities more and more are trying to press down into the high schools the drawing course which they would prefer to be taught in the high school rather than at university level.

Now, these are generally non-book courses, and the instructors will tell you that the reason the students enroll in these courses is because they didn't like to read and if we bring them down here and give them the books, then we will lose them too.

On the other hand, there are materials for all of these courses, and good ones, carefully prepared and thoughtfully written. These books oftentimes are translated into foreign languages and used by students in other countries who are beginning to learn the crafts for the first time.

The students perhaps who need pre-vocational courses most are the college preparatory students. I can't think of anyone who needs more to understand the skill required to coordinate hands and eyes than the young man who is going to be an editor in a publishing office or a lawyer or a doctor in one of the professions.

Unfortunately, the college preparatory course is so crowded with required mathematics and required English and required science and required language that there is little opportunity for these students who would benefit the most from these courses, to enroll.

There are some vocational courses, of course, included in the comprehensive high schools. Vocational agriculture is usually offered in comprehensive high schools. This is a course with dwindling enrollments, of free materials, and where the teachers use textbooks as reference libraries so that instead of having six copies of the same title on growing corn they have six different titles and the students are supposed to look up corn in each of these six books and get the best information they can.

As a result of this kind of publishing, vocational agriculture is practically passing out of the picture. Years ago we had a rather complete list of agriculture books at McGraw-Hill. We have not published any new ones and we are not revising the old ones, and the only way we are managing to come out on the books we have is because they are in great demand in foreign countries.

Vocational home economics, on the other hand, is another kind of vocational course in preparing for the most important vocation of all: The modern young woman, when married, is a nutritionist, a purchasing agent, a social director and investor and in all likelihood she is going to do most of the management of the family money. The chances are she will live five to ten years longer than her husband and will have to take care of his estate or take care of her own income, and this is about the only course in the school where she has an opportunity to learn the skills that she needs to practice her profession of being a wife, a mother and a widow.

There are textbooks for the home economics course and many good ones, but the learning theory of the home economics program again is to have a variety of books in which the student will look up the topic under discussion. This learning theory has more or less broken down since the multiple book system didn't work. More and more this is becoming a basic book course.

Also, in the general high school you will frequently see automotive mechanics offered as a course. Usually this includes students who are simply interested in automobiles as well as those who want to be mechanics.

I think we could raise some questions, though, about these programs. Are they really pre-vocational courses? Is the real need more training in the communications skills, in reading, writing, listening and speaking? What types of instructional materials will help prevent dropouts, will motivate the non-verbal people? Applied mathematics and science? Textbooks with a controlled reading course? Books with visual appeal--and may I point out that the reports of all committees and commissions discourage publishers from publishing and teachers from adopting textbooks developed to interest these non-verbal people.

Now, what kind of an education will challenge and hold people who have dropped out, who barely passed, who were shunted into the vocational courses and the vocational high schools? They cannot even meet the minimum standards of the general course in the academic high schools.

Let's take a look at the vocational high schools. The vocational high school is the response of the educational community to the challenge of industrialism in democracy. This was a way to train young people to have a marketable skill on the one hand and to insure all young people getting some kind of an education. The basic assumption was that if students were non-verbal they could learn the skills taught in the vocational high schools because they were likely to be manually gifted.

I can assure you, as a salesman who has called on teachers in the vocational high schools, that the teachers there had no such conception because the student who doesn't succeed very well in the academic and comprehensive high schools is quite unlikely to succeed in the vocational high school. Currently, the vocational high school is the only solution the city has for the pupils unable to meet the standards of the academic high schools.

Let's see some of the publishing problems in preparing materials for these students, and there are many. There are about 300 courses. Only a few of these vocations have a sufficient enrollment to justify publishers' investment in publishing materials for these. There are high printing and editorial costs in these small printings.

This is one of the problems. Another problem is that teachers rely on work sheets. These work sheets are usually based on the textbooks the publisher publishes, but the material that is given them to be used are the work sheets prepared by the curriculum centers of the states and the Office of Education and the vocational schools. These are how-to-do-it sheets, very specific, with one, two, three or four steps; without the textbook the teacher could not write the sheets, but I must say that this is not very high motivation for a publisher to invest in a book which is to be purchased by a teacher to be used as the basis for a work sheet rather than as a book for the students.

Furthermore, the states and the cities all like to get in the publishing business in instructional materials. They are publishing these work sheets partly because they can't get them any place else. On top of that there are low budgets for books. There are millions for machines but hardly anything for textbooks in the vocational classrooms.

In addition, this is very largely a non-verbal environment. The students usually are non-verbal and their teachers are skilled craftsmen whose interest is in their craft rather than in reading.

Many of these problems could be met, but regardless of level, high school, vocational high school or junior college, there is a pressing need for books published for students in trades and occupations of growing importance for which there are no materials at all now; for titles in related subjects such as mathematics, science and economics on the level the pupils can read. This is an area for experimentation with new techniques, with programing, with films and filmstrips. It is said that with the right preparation of instructional materials students have the perceptual power to learn almost anything.

One answer to this, simply, is budgets that will encourage publishers. That may seem crass but, gentlemen, it is basic. The main problem may be reading but teachers and school authorities have done little to encourage publishers to publish vocational textbooks for the pupils' reading skills. These books are usually the most poorly written, the least carefully edited and the most poorly illustrated of any textbooks used in the schools. The textbooks for the vocational courses confront the already book-shy student with reading problems that would jar students at the highest level of reading ability. Little wonder he turns to work sheets to guide his shop projects or ignores the printed word entirely, as a result.

He learns certain non-verbal skills but fails to gain the word power he needs or the vocational flexibility required by a rapidly changing industrial society. So, I leave this to you as one publisher's response to the problem of publishing for these students. I think we have a real challenge and I believe that we have the techniques and skills to help you solve your problems. You will have to help us in some of the ways mentioned here.

DR. EDDIE DYE: I wonder if there are any questions that any of you have that you would like to direct at any of the panel members?

MR. JOHN CHESTON: I am from the Department of Labor, working on planning for the Youth Conservation Corps and I would like to suggest that this is a program which, except for the fact that it isn't a reality yet, has fewer problems than all of you have described. This is a program that will take 16- through 21-year-old young men who are reading at elementary grade levels and teach them to read better.

From your standpoint the Youth Conservation Corps will be infinitely more simple because the Director of the Youth Conservation Corps specifically will be developing and adopting, researching in the development of all materials.

The kinds of materials that need to be developed need not be related to specific occupations or technology changes. All of the young men in this corps will be living in camps and it makes sense to design reading materials that will be related to their camp experiences. Our problem will be to develop materials that will be of interest to them, though not necessarily materials that are specifically occupationally oriented.

Those of us who are planning this program are most anxious to engage further with the publishers here. We think we've got some fine possibilities from our standpoint, and we hope that you see some, too.

VOICE: What do you see on the horizon in relation to the new vocational education bill? Down our way everyone is talking about these area vocational technical schools, these huge things that are going to be spread all over the state and, as I understand it, there are going to be a lot of people going to these sort of things all over the country.

MR. EMERSON BROWN: I think so. Like North Carolina, for example, and Connecticut and California with its junior colleges. On the other hand, there's a hard core of vocational high schools in the big cities like Philadelphia, St. Louis and New York City and I don't see that they are going to do much about these high schools until they have some alternative. What are they going to do with these students now going to vocational high schools? These centers seem to be a trend.

VOICE: Dr. Dye, am I correct in recalling that in a recent amendment to the Vocational Education Act any limitations there may have been on the purchase of materials with these funds have been removed?

DR. EDDIE DYE: Yes. This is the new money that will evolve into $225,000,000 three years hence and then remain at that level all the years thereafter. This money can be expended in the states for materials and texts.

VOICE: They are not necessarily texts?

DR. EDDIE DYE: Right. Any instructional materials.

VOICE: Including reference materials?

DR. EDDIE DYE: Right. Absolutely. The first gentleman spoke, from the Labor

Department, with regard to government adoptions. Now, we do not adopt texts in the Office of Education because mainly we do not have funds for this and the money goes to the states in the vocational program and also in the Manpower Program and whatever texts each state wants to use.

VOICE: Besides Norfolk, you spoke of another program that was not rightly motivated.

DR. EDDIE DYE: You mean the District of Columbia?

VOICE: Yes.

MR. FRANCIS GREGORY: Well, the reference I made to the District was that of Operation Alphabet which is just a basic education program dropped down out of the sky, via TV, attached to no other motivation than the hope that a person who can't read will want to learn how to read and hence take the course.

The District has its share of manpower programs going as well and it has made an interesting approach to some of the hard core of the unemployed through a program in the restaurant and hotel area, one in building maintenance, short-order cooks and so forth.

The other program going there is in the field of auto mechanics. This particular one has succeeded in attracting some of the same type trainees that are in the Norfolk Project. There are also programs in practical nursing and a good deal of clerk-typists. I would say the restaurant program, the one for gasoline station attendants, which has been under some criticism, and the one for auto mechanics, are the three that have done most for those who have been off the main track.

DR. EDDIE DYE: We have time for one more question. Does anyone have another question?

VOICE: Many of the vocational materials that are produced as vocational materials are produced for just the high school level with little or no thought for the continuity of education within the local school systems, from the local high school program into the post-high school area, and I think some thought needs to be given to this.

DR. EMERSON GREENAWAY: As a librarian, I have been tremendously interested and impressed by the presentations and discussions. I hope you textbook people, when you get back to your own firms, remember that we hope that there is going to be a continuing learning process and that we are going to need more and more materials for these people as they get more confidence and more education and their reading level begins to approximate their chronological age.

EVENING SESSION

THE STRATEGY OF PREPARING INSTRUCTIONAL MATERIALS FOR THE UNDEREDUCATED

by

Dr. Frank Riessman,
Mobilization for Youth Project

Presiding: Dr. Austin J. McCaffrey

DR. FRANK RIESSMAN: I think that some of the principles that are developed in terms of educating the disadvantaged and uneducated will have great implications for developments in education in general. But some of these stratagems that are developed for the disadvantaged group, I think, are very temporary and I want to try to distinguish them from the beginning.

I would like to put before you the idea that there are various sub-groupings among the illiterate. I think that there are great ranges of intelligence, creativity, imagination among these people. I think that in directing the kinds of materials and so on that you might want to develop, it will be important to consider different kinds of sub-groupings.

It has been my experience that a lot of people who have a very low estimate of the illiterate person are using as their model, unwittingly, (and making it a common denominator) an extremely low end of the range. This is wrong. We must choose a median that will include all. There is also a large in-between group that is neither a low nor highly talented group and I think this group has been underestimated.

We are looking, in a sense, for action concepts. We are looking to change something, do something about illiteracy. We are looking for theory, psychology and educational concepts that are relevant. Now, I think we get into a kind of a bind here, and I want to call it to your attention.

It has been my experience that a lot of people working in this field, in an effort to be imaginative, new and creative, very often attempt to externalize the modern theories and concepts of our field. For example, it is very popular today to talk about this low income group as having great deficiencies, deep motivational lacks, lack of achievement motivation and ability. It is part of the current theory in this area to assume that these youngsters have had a very negative early environment, stimulus deprived, socially deprived, etc., produced by the family, the home and the neighborhood environment.

Let us now talk about two very simple concepts that may help us with our problem.

The first concept I would stress is the traditional concept of lack of information, and ignorance. I think the poor are much better motivated than most people, but much more uninformed than most people. I really think that their lack of know-how about the schools and about negotiating with society, bureaucracy and institutions is appalling. They develop their own ways of coping with bureaucracy, that's perfectly true, but you would be amazed at what they don't know, what words, they don't know, what meanings they don't know.

Before we decide that people are uneducable let's give them a tremendous educational stimulation. I should like to give them a great deal of knowledge, a great deal of skill before we decide that they are unmotivated, that they are uneducable.

Another concept which follows the same line, and here I have borrowed a little bit from traditional psychology, is the concept of "set." I think "set" is a better concept than motivation in this area. By "set" I mean that these youngsters, for example do not have a verbal set when it comes to dealing with problem solving. They are, in many ways, quite verbal, imaginatively verbal, but they are not used to using mediating verbal processes to solve problems.

Swanson, I believe, showed that the low-income youngsters did not have a conceptual set in approaching a problem but that when you introduced suggestions to them their initial reaction was to do it in a physical way rather than a conceptual way.

Now I am going to tell you about a concept of style. Low-income youngsters, for the most part, have a different mental style, a different verbal style and a different work style from most middle class youngsters. You may be interested in this concept of style as a key concept for developing training programs, instruction materials and so on.

Much of this style is set very early. Now style has many dimensions. The style is the underlying process. This is a key element in the learning pattern of the undereducated and can be utilized very potently. In looking at the question of style in the low income youngster, we must look for the positives, not just the deficits and the negatives. The positives are the underlying basic style elements which have to be utilized and built upon. You can't remake underlying style elements; you have to utilize them. Fortunately, most people have very positive elements in their style.

Let me mention some other things about this style, because it is fundamental to the strategy for the particular problem. I think that it is a biological style. These youngsters like things that are pungent, down to earth, vivid, vital. It is essentially a games orientation. Educational maneuvers in the form of games are particularly striking and also is another reason why they like learning situations which have game-like dimensions.

By contrast, these youngsters don't like tests, the time determination of tests, their challenge or the forcing of the test's narrow interest. They don't respond to this at all. I am not suggesting they should learn how to take tests, but, again, teaching people to learn to take tests doesn't make test takers of them, doesn't give them a test-taking style. It is a different kind of thing. It teaches them how to act efficiently, but does not change the underlying style.

Aside from the question of positive elements in their style, I would look for positive elements in their culture. The economic elements in their environment are, of course, extremely negative. There is no question but that these factors exist. Everybody knows about them only too well, but what they don't know about is what is underneath the surface--how these youngsters and their families have attempted to cope with this environment and have forged cultural elements in doing it. I think this kind of thing is very crucial for textbook material, since to capture their interest we must find the basic elements in these youngsters' culture.

In this whole picture we must find the positives, expect more of the youngsters, use the possibilities in their style as one lever in overcoming the deficiencies.

I think we are going to need materials for the large number of non-professionals who are going to be coming into and have been coming into the education and social service world. I recently wrote a paper on the non-professionals and tried to spell out the possibility of six million jobs in the next five to ten years in terms of non-professional areas.

What we need for these people are materials, films, written materials, etc. In the same category, or sub-category, are the various homework helpers and tutors. We have been training homework helpers at Mobilization for Youth. These are the high school youngsters with a 75 IQ average who were trained to teach or, rather, tutor elementary school youngsters who are all children of the poor in after-school programs. It is a highly successful program. The person receiving the education is able to respond to the school materials that appear, and the homework helper--the older youngster--begins to develop an image of himself as a potential teacher or apprentice teacher.

Materials for teachers are desperately needed. We need films and other materials, for example, to describe to teachers the styles and methods of successful teaching of the poor. I would like to see films of successful teachers adequately described so that others can start to select their technology out of them. We also need films on many other elements in terms of low economic culture. We need reading materials about this; we need much more controversial materials, not just academic or child psychology books about the poor, but literary materials, novels, films and teacher training materials emphasizing the building of interest in the teachers.

Now, some things about the character of these different materials. One dimension is that most of the successful materials that are developed are very brief, a quick approach with a quick result. People read the lesson, the story and get a lot out of it very quickly. Since these youngsters have a short attention span, we must temporarily capitulate to their needs and deficiencies. Again, we must make sure that the material is specialized in the sense of their comprehension areas, with many illustrations that help to motivate.

I would like to tell you of the Syracuse project for working with disadvantaged youngsters, very briefly. Let me just tell you something they did with the use of hip language. The curriculum coordinator was called into the school system situation and told that these kids didn't care about programs or reading. He selected a poem called "Motto." It is a very brief kid's poem using hip language.

The students liked the poem very much but had considerable difficulty, at first, explaining the meaning of a line having to do with "playing it cool." They were asked, what is its meaning? They decided to act out the situation, to see if it would help develop their conception of meaning. The teacher took the part of the teacher and a boy pretended he was walking down the hallway. "Hey, you," said the teacher, "you are on the wrong side of the hall. Get over where you belong." Without looking up, the boy very calmly and slowly walked to the other side and continued without any indication of what was going on in his mind. This was "playing it cool."

When the teacher asked the boy to show what he would do when not playing it cool, a long discussion ensued as to the different meanings of the concept. The class offered definitions for playing it cool--calm, collected, no strain. The teacher suggested a new word, "nonchalant," which the students accepted. This is about as good a curriculum material for one lesson as I can find.

The significance of the use of materials when hip and other languages are used, is not to teach the kids hip language. It communicates to the students something else. It says, I appreciate your language; it is an interesting language; it is different; it expresses a verbal richness. It is used as a transitional step. It has many different kinds of purposes. It says many things. It is a way of communication.

Let me hold just a very brief discussion on adult education. I think much of it suffers greatly from being patronizing. In adult education, unlike the other areas we talked about, we have not reached out far enough toward the problems. We need films, pictures and other materials, it is true, but I really think a much more powerful reaching out is needed, and this is demonstrative of reaching out in any area.

You don't just package the thing a little differently. You really start to reconsider the whole of the problems. We think of adult education, in part, as vocational training, as certain courses given in school of a vocational nature. There is no question but that a portion of the upper poor, the "affluent poor," does buy this program. People have to--you know, it's good; they come to get it; we don't have to argue about it. However, it is also true that outside of the area of vocational materials, in terms of cultural materials, broad knowledge, educationally, we have been particularly unsuccessful in reaching this kind of population. I find most adult public education to be in this direction, very dull, very lacking in controversy, lacking in secularity.

DR. AUSTIN McCAFFREY: Thank you, Dr. Reissman, for your presentation. The response will be given by Mr. Henry C. Alter, who is Director of Program Utilization for the National Educational Television & Radio Center of New York.

MR. HENRY C. ALTER: Response: I find, after Mr. Riessman's speech, that I have much to say in reaction to what he said. You know, it has been proved over and over in the history of this nation that someone who is merely poor but who does go to school and who does respond, can become President of the United States. These people are not really the type that I am thinking about in thinking of our problem here.

The one I think about are in a state of open warfare with the establishment that wants to teach them something. I refer to the kind of establishment where the would-be learner or, should we say, should-be learner could think for himself and be stimulated. What I am looking for in the way of establishment is really a way to get to this extremely alienated, extremely hostile element, and give it some form of relationship with the institution situation and the teaching media that promises some results.

The point made by Dr. Riessman is that the kind of teaching for this kind of deprived student should be done unawares as it were. You kind of sneak it in the back way. Well, doesn't that imply that you have some kind of hold on these people whereby you can do that? Also, Dr. Reissman made the point that the poor are better motivated though less well-informed, insofar as their abilities and opportunities, than the middle-class people. Well, the poor I am thinking of are not motivated at all. They are not motivated toward learning; they are not motivated toward competing, and I would be interested in learning how one can explain this.

DR. FRANK RIESSMAN: First of all, I think we are all talking about a different model of the poor. What you are saying does apply to some people and here it is a question of how many, which ones and so forth. Incidentally, a number of you have asked me about research studies and new approaches of research studies. I don't want to stand on any research studies. There is very little research study. But the research that is needed is very much to the point of the difference that is between us on this question. I think many more low income youngsters are motivated, more interested in the school and when presented, as Shepherd does in St. Louis--which is not a research experiment but simply an action demonstration program--in a certain kind of way, they will respond to this I think very positively. Initially, what you call lack of motivation is alienation, estrangement, anger with the school system and so on.

PANEL III

THIRD SESSION
January 15, 1964

MEETING THE EDUCATIONAL NEEDS
OF THE SCHOOL DROPOUT

Presiding: Dr. Thomas McLernon, National Education Association

Panelists: Dr. Bernard Kaplan, New York State Department of Education
Dr. Denton J. Brooks, Cook County Department of Public Aid
Dr. William Brazziel, Virginia State College
Mr. Otto F. Schlaak, Milwaukee TV-Vocational Education
Dr. C. R. Forster, Project JOIN

DR. BERNARD KAPLAN: Let us begin with the dropout. We hear a great deal about the word "dropout." What is he like, what happens to him? What happens to girls, why do they drop out? What are the reasons? Dan Schreiber, who is the director of the NEA's project on the dropout, has several other pet expressions for the dropout, such as the "pushout" and the "psychological dropout."

There are 55 million people in this country who have less than a secondary school education. It is a problem that's going to continue to be a problem. It is not getting better, and as a friend of mine who is a director of research once said to me, "figures don't lie but liars figure," let's not worry about the dropouts. The percentage is decreasing. There is a smaller percentage of dropouts now than there were five years or ten years ago.

But, on the other side of the coin, the percentage rate is smaller but the numbers are constantly increasing, so there are more dropouts--roughly a million dropouts every year. One out of every three youngsters who starts school will never finish. In the state of South Carolina, seven out of every ten youngsters who start school never finish and the greatest dropout problem is at the third-grade level. Why? Because South Carolina, as you know, repealed the compulsory school law.

We talk at times of our educational needs. As I mention them very briefly you probably will be struck by the fact that these educational needs aren't necessarily all educational. Some are psychological, some are vocational and some are sociological. Of course, you are all aware that as we provide educational programs for these youngsters, we have to look at the individual from many different points of view.

In defining these educational needs, I draw on the NEA Project on School Dropouts and its study; I am drawing on the New York State Program in which I have a friend working at present. There are two or three other programs out of the State Education Department in New York today; one called STEP, the School Through Employment Program, working with those who are junior high school potential dropouts in work study programs. Half the time they are in school, and half the time they are working. In addition, I have drawn on figures from a six-year study that we have just completed, conducted in 100 different schools of the state, which studied youngsters who persisted and stayed in school and those youngsters who did drop out.

These needs, then, are drawn from very many different sources. I group them under four categories.

The first is the academic classification. Most of these boys and girls, these young adults, have failed academically. They have failed grades; they have failed subjects; they have been unsuccessful in schooling. Most of them are poor readers, ranging from the non-readers to readers at perhaps sixth-grade level. Most of them have very poor study skills and poor study habits. Most of them lack home study facilities and the proper climate at home to do their studying. Most of them have short attention and concentration spans. They have limited vocabularies which handicap their speech, and handicap their learning to read, their comprehension of what is being said by the teacher.

Most of them suffer from some sort of cultural deprivation which interpreted in terms of the academic sense means that they lack learning readiness and suitable reading materials. There is a racial bias expressed in the textbooks, either through a lack of mention of race and race groups or of a stereotyped presentation.

In terms of psychological need, most of these youths are unmotivated for education or alienated completely from it. They have a negative attitude toward school or to so-called "book learning." They have depressed goals and aspiratiins in a personal, educational and vocational sense. They possess poor self-images and a lack of self-understanding about their potentialities, their strengths and their weaknesses.

The third category is sociological. Many of these youngsters are migrants to the area they are now living in and they face the problems of urbanization. There is an apparent apathy or helplessness existing on the part of the schools in helping these boys and girls to help themselves. Many of them have been cultural misfits for some time, not to the extreme of juvenile delinquency or crime at the adult level, but to the point of not being participants in the on-going social life of the school. I have yet to see a research study on dropouts which does not point up the fact that the dropouts are not active in social activities or extra-curricular affairs.

Most of them have financial problems. They lack money to stay in school, or they have to help at home to help provide for younger family members financially.

Then, there are outside pressures; the pressures of the home, which may or may not be broken; the pressure of peer groups and ganga; pressure of heterosexual relationships. The girls are very conscious of appearance and dating; boys want cars and other status possiessions.

The fourth group of needs is the vocational career group. Most of these youngsters have very poor, if any, understanding of work and its requirements in general, and of the jobs available. Most of them lack an understanding of job application procedures.

Girls play an important part here in the over-all picture. Many of the girls and, of course, the boys, too, lack an understanding and appreciation of homemaking and child rearing skills.

I have briefly touched on some of the educational needs of dropouts. These programs that we are going to hear about will show you how, in different parts of the country and in different ways, these educational needs are being met. Some are being attacked specifically and some needs will be grouped together or met on a larger scale.

Our first panelist is Dr. William Brazziel, Director of General Education, Norfolk Division, Virginia State College. Dr. Brazziel is engaged in research on manpower retraining under grants from the U. S. Office of Education and OMAC and his work is in the area of literacy training and motivational effects of unskilled and undereducated workers, most of whom are school dropouts.

DR. WILLIAM BRAZZIEL: We are becoming more and more concerned with the broad implications of the dropout problem. The most effective programs are preventive and remedial. They are designed to salvage those who withdraw, in spite of efforts to prevent them. I am interested in a comprehensive program and my pet comprehensive program would have three major divisions of effort.

The first division would focus on the early childhood of the potential dropout and his parents, in an attempt to develop skills and attitudes which would assure a fair amount of success in the elementary grades. It is often said that these fellows begin dropping out in the first grade. It also provides the curriculum and materials of instruction designed to achieve this goal together with teachers who possess both the will and the ability to make this part of the program successful.

The second major effort focuses on the adolescent years with emphasis on the junior high school experiences. This program is designed to narrow gaps in achievement of potential dropouts. It stresses the broadening of the vocational horizons. It also stresses the broadening of the child's concepts and the deepening of his insights concerning himself as a person, his relationships with his society and his participation in it. Counseling and guidance play a heavy role here.

The third effort deals with youth who has withdrawn from the school and it is designed to offer a youth the opportunity to fit himself for life by returning to the school or by participating in an educational program outside the school. Many fine community efforts are consciously pluralistic where these educational avenues are concerned. The responsibility for these programs must be community and Federal Government.

The Federal Government through the vocational education act, the National Corps if it is enacted, the Youth Conservation Corps and others, can result in more effective programs in the lower grades, centered around school readiness, verbal facility, reading, broadening of life concepts and the bolstering of self-concepts and self-esteem. Parent education is important in these programs and so are instructional materials. One of the finer efforts that I have seen, and this is down in the share-cropping area around Memphis, Tennessee, brings parents of pre-school children to school with the kids. We are doing a lot of this in Norfolk now. These parents have child study sessions. These sessions deal with the development of school and reading readiness and other goals listed above. These parents are given materials. They are shown films on IQ and achievement and they are engaged in what could be termed a short course in human development and child psychology.

This program also makes good use of readiness work books and grouping procedures for reading development. This approach, especially if I have anything to do with it, will be widely adopted. We need materials for both the children and the parents. Textbook publishers here could serve as real innovators.

DR. BERNARD KAPLAN: Thank you Dr. Brazziel. Our next speaker is Dr. C. R. Forster, Program Director of Project JOIN. This is a vocational counseling demonstration project in New York City and is quite new. He will tell you what JOIN stands for. This project attempts to place 20,000 school dropouts. Dr. Forster is on leave from the Veterans Administration Hospital in Brooklyn where he is Chief Counseling Psychologist.

DR. C. R. FORSTER: I think if I tell you a little bit about our first center, which opened just a week ago in East Harlem, it will give you some idea of the enormous problems we face. We have already registered, in East Harlem, some 400 youngsters between 16 and 21. Now, JOIN stands for Job Orientation In Neighborhoods. We hope to have a community based program with the complete support of parents, social agencies, civic organizations, business men and all forces that we can marshal within the community to support this idea of salvaging school dropouts. We have a social psychologist, Dr. James Moore, who is right now studying the characteristics of our 400 first registrants, so that we will be able to know a little bit more clearly what we are really dealing with.

About 60% of these are Puerto Ricans, so that immediately we have a bi-lingual problem. In the first two days a half-dozen of our registrants were non-English speaking, so you can see again the implications involved in working with individuals who we can presume are in some measure non-English speaking, poor English speaking, or retarded in their Spanish language skills. About 30% of our registrants in East Harlem are Negro and less than 10% white, so that again we have an unusual population. We hope to have six centers, two in Bedford Stuyvesant, one in Williamsburg, one in Corona, one in south Jamaica and one in the north Bronx.

There are 36 programs throughout the country, organized to do demonstrations in salvaging dropouts, and they involve a population of 120,000 youngsters and young adults. We have one-fifth of the problem in New York City.

Incidentally, the Institute of Public Administration three weeks ago published a study and they state unreservedly that (and this is a very conservative estimate) of 45,000 high school graduates each year since 1960 there are 25,000 dropouts in New York City. These 25,000 were tabulated on the basis of return questionnaires, so this is why they underline the fact that this is a conservative estimate of the number of dropouts per year in New York City, as compared to high school graduates.

I would like to point out that among the 45,000 graduates there are a number of general diploma holders. Some of the general diploma graduates we have come in contact with already have exactly the same problem, academically, in terms of their remedial problems, as school dropouts. Many of the general diploma graduates are rejects from vocational schools who end up in the academic schools and are given a watered-down program, so that really I think the 45,000 figure somewhat obscures the real problem.

Last night Dr. Riessman pointed out a very important factor that we are trying to handle, and that is to fuse the Spanish culture, the outstanding facets of the Spanish culture, to the American culture. I think this is one of our real levers if we develop any kind of pattern to consummate this goal, because you have got to give a young person a feeling of self-worth and dignity. You don't give them a sense of self-worth by telling them you are tying to help them.

I think that the less we intrude the charity idea and the philanthropic idea in our programs involving dropouts, the more successful we will be.

I would like to suggest, too, that probably our most important problem is to change the attitude of business and industry. This is a very perplexing problem because we feel very strongly that unless industry, and I mean big business, is willing to experiment in its training programs with "sub-standard individuals," we are not going to get to first base no matter how much remediation we do, how much intensive individual counseling, group counseling and role playing.

I happen to be an NYA graduate. My first job in counseling was in New York City and I can recall very clearly the work experience programs in the Defense Trades Centers at the NYA Experimental Unit in New York City, where we trained 6,000 young adults around the clock. In the ensuing two-and-a-half years the greatest surprise that we got was to see youngsters who were school dropouts, who were retarded in arithmetic, learn to convert decimals to fractions--fractions to decimals--once they got on a lathe or a milling machine or a drill press. Many of them did it by rote memory I am sure, but I don't care how you do it once you learn the idea, once you learn the process, because what we are really interested in is the finished product. Now, this may be poor philosophy but I think in the beginning, once a younster or an individual learns to master a skill, no matter how simple, he is well on his way toward developing a brand new self-concept. He looks upon himself as a worker and not as a helper or a laborer or an unskilled worker.

Again, to get back to industry, it is reflected in society's attitude about psychiatric illness. As short a time ago as right after World War II, anyone who experienced a psychotic episode was stigmatized. Families, relatives were afraid, literally afraid, to discuss with neibors the problem. I don't think we know much more about what causes schizophrenia or what causes psychosis, but I think the attitudes of hospital administrators and psychiatrists, and the staff generally, have changed to a degree where, for example, a pamphlet can be put out by the Office of Vocational Rehabilitation. This is called the "Vermont Story," and deals with mental illness, a situation in Vermont where a very enterprising psychologist trained a group of aids to use group therapy techniques, thus in turn freeing the sponsoring psychiatric group to do a more complete adminstrative job. The result was an enlightened open door policy, accepting psychiatric illness as any other illness.

Until we begin to think of dropouts as minority group members, as human beings who need certain kinds of services which I think we are prepared to provide--until we change our attitude about the worth of human beings as we did in the case of psychiatric patients--we are going to be faced with an ever-increasing unresolved problem of school dropouts.

We can train a dropout to reach twelfth-grade reading level or any other reading level. We can give him arithmetic skills and we can put him in a job, but at this stage in our economic history we are only going to deprive another adult of that job. As long as we have more than 5,000,000 unemployed in the United States, the problem of dropouts will be a continuing problem that will furnish one segment of the umemployment problem because we need to expand our employment base. Whether we do it in terms of made work or whether we can by Federal Government and state government intervention, or whether we can convince industrialists to provide a kind of made work but in a productive industry related environment, we are not going to solve the unemployment problem.

DR. BERNARD KAPLAN: Our next speaker is Mr. Otto Schlaak, of the Milwaukee TV-Vocational Education Project.

MR. OTTO SCHLAAK: I think we should point out that the Milwaukee Institute of Technology is a branch of the Milwaukee Vocational School which deals with the senior college curriculum for the young people in Milwaukee who are unable to attend the University of Wisconsin, Marquette University or other universities in the area.

I would like to leave with you just a thought here about the semantic approach to the problem. One element of this came to me when I heard a story not too long ago about a school principal who was approached by a committee from the PTA. They wanted to make a contribution to the school. What they wanted to get was a large chandelier for one of the schoolrooms. The principal said he would have to take this under advisement because he wasn't sure that a chandelier was such a good idea. He objected to it on three counts: "First of all, I don't think there's anybody on this committee who can spell it. And secondly, I don't think there's anyone in this entire committee or in the school as a whole who could even play the thing. What we really need in that room is a good light."

What we need in this whole matter of the dropout problem is some good light that can be focused on this particular problem. This conference in itself is a real vehicle for bringing some of this light to focus where it needs to be brought to bear.

In the State of Wisconsin, as you may know, it is very difficult for a youngster to drop out of school. We have a compulsory education law which says that every youngster must stay in school until he either graduates from high school or becomes fully employed. If he becomes fully employed he must still go through a continuation of school at the Milwaukee Vocational School one day a week. So we don't have the tremendous dropout problem in the State of Wisconsin that is prevalent in some of the other areas.

Milwaukee particularly is quite successful in hanging onto its students through the high school level. We are not immune to dropouts, however. As soon as a youngster drops out of a high school in Milwaukee, he automatically becomes a school dropout and as such automatically gets a chance to come down to the Milwaukee Vocational School. In fact, he's brought down there by assignment of the Milwaukee Public Schools.

I want to talk a little bit about our continuation school, because I think some of the things that are being done there are rather significant. We are trying to meet the dropout problem in Milwaukee first of all by diagnosis: You have to diagnose the student and his problems, as well as his parents. You have to get to know this individual, what makes him tick, what his problems are, the kind of environment he comes from.

We have to diagnose also the communtiy. We think about the community, its needs, the orientation of the business that we have. You have to involve business and industry in the retraining and education of these young people. We've been particularly successful in Milwaukee in obtaining the cooperation of industry. This is partially the answer to the success that we have had in the school dropout situation. You have to diagnose the teacher, the faculty, the people who are going to be working with these young people, not only in terms of their teaching ability, but in terms of their own attitude towards this problem. I think one of the things that came out of Dr. Riessman's talk last night was that we cannot talk down to these people, you cannot get up on a pedestal and look down, condescend to them; you simply have to have the kind of people on your staff who are interested in and who show a real interest in the dropout.

Secondly, we work on the matter of development. Development of curriculum, new ways in which we can reach these youngsters, new media for bringing material into their classrooms. We can utilize television, we can utilize programed instruction and role playing. I subscribe to a great many of the things Dr. Riessman said in terms of reaching these people with a vital, dynamic teaching methodology that makes school for them an exciting thing. Why these kids did drop out of school in the first place? Why did they get sick of education? Why did they get sick of the classroom? What were the reasons behind this? We must find ways of answering these questions with good methodology.

We call our vocational school or continuation division the "Training for Living" division. The curriculum is oriented in the direction of technical arts and technical skills. We try to develop in the student his own mature capacity as an individual in addition to giving him training in various skills, arts, crafts and technologies. We try to offer a parallel training in the area of citizenship, training the youngster for community leadership and helping him to accompany the vocational training that he has with a real knowledge of the community in which he lives. And I think one thing that's fairly evident about the Vocational School when you walk into it in Milwaukee is that everyone there believes very strongly that you must take that student where he is at the present time, accept him at the point at which he is, help him develop his personality, his general informational background, his skills and abilities, to make him a good citizen.

The school has an open admission policy, and the school is job-oriented. We are training people for employment in industry in Milwaukee and the surrounding area. Guidance and counseling is a tremendously important part of this operation. We do not set up a course for the mass of dropouts, we set up a course for individuals. We have the unit course approach of education for these young people. We educate individuals, we study abilities, talent, training, capacity, and give comprehensive analysis and guidance before they ever get into the actual schoolwork in school.

Accompanying this is a warmth on the part of the staff who works with these individuals, and I think the youngsters can come down to the school knowing that they are liked. Many of the kids, who drop out of school, find some of their real friends on the faculty at the continuation school. It's not easy to find and attract to the school this kind of personality as a teacher.

If we look for a moment at the continuation school, let's just see how a youngster might go through this. We have two kinds of dropouts at the Vocational School--the parttime continuation student is a 16- or 17-year old young person, who has a full-time job and goes one day a week to the Vocational School. This is by law. We have also the full-time continuation student who may be unemployed or who works on a part-time job. He is in the continuation school full time, for which he must have his parents' consent and approval.

Students begin by coming down to the school in a group counseling situation and are told exactly how the school works. Youngsters come into the school for ten weeks for what we call a diagnostic quarter, where they become acquainted with the faculty people. Each learns about the other; the teacher learns about the students, the students learn about the teacher and about the school. We help the student find out the things that he is good at, what he can do. We try to find him where he is but we look for the positive side--what is it that you can do well, what is it you like? Courses such as reading, arithmetic, social studies, health, social living, general shop, woodworking are available. For the girls we have general home making and the general business areas. They, too, are brought into skilled areas, not so much for making them employable at this point but to give them a better understanding of industry and work, a better attitude toward a job.

The second quarter we move into two other areas--work and general education areas--for another ten weeks. The work area is designed to help students gain work experience, to develop good work habits, attitudes and so on to help him get his first job and be on his feet. Then general education to help the student become a better citizen of the community.

Here is where the cooperation of industry takes place. We have advisory councils in the Milwaukee Vocational School comprised of people in industry. They help us build the curriculum for these various courses, hence they are involved from the beginning. In the area of graphic arts--Milwaukee is a great graphic arts town--we give our students specific training in photography, printing, arts and crafts, raising them to a level where they can go into a high school training program following their continuation work. They may come into the Milwaukee Vocational School itself or the Adult School of Vocational Training after getting out of continuation, and then taking specific job training. The vocational school represents practically every trade that exists in the Milwaukee area--you can get training in all areas.

We have our industrial division also where youngsters can study in the second ten weeks. Here, he can actually be trained for his first job in an industrial area, such as construction, tools, metals, sheet metal work, power sawing and things of this kind. Again, we have advisory councils working here. This is the way this has been oriented all the way through.

General education includes social studies, practical English, arithmetic, music appreciation--all aimed at educating the entire youngster. We are working to find out how we can do a more effective job at the continuation school in the training for living that we are giving these young people. This means continuing evaluatio of what is going on. Evaluation is sitting across the table with the people from industry and business and with experts in various other fields, to help us develop these things. We are trying to find out ways in which we can use television and to acquaint not only the entire public with this but to bring more effective presentational devices into our classrooms.

At present we are building a special new building which is a continuation school building on the campus of the vocational school. We want to completely separate these youngsters from the Milwaukee Vocational School and some of the adults from the MIT students. We want them to feel that they are special people, that we thin enough about them to have a special place for them so they have their own school and can take pride in what is being done specifically for them.

I think these things are some of the points that are the reason behind the success in the Milwaukee area at the present time. Diagnosis then, development of the program, involvement of industry, a special and visible interest in these can lead to a successful program.

DR. BERNARD KAPLAN: Our next speaker is Dr. Deton Brooks of Chicago. Dr. Brooks is Director of Research and Statistics for the Cook County Department of Public Aid. One of the problems that his department has had to cope with has been the determination of basic causes of dependency for people who are able bodied.

A series of studies in Chicago reveals that a substantial number of those people are school dropouts between the ages of 16 and 21. Further intensive study of some 600 of these school dropouts reveals substantial educational and social defects which have to be lessened to rehabilitate these youths.

As a result, his department has undertaken an experimental study, an Electronic Teaching Experiment for school dropouts receiving public assistance in Chicago. This experiment is attempting to determine if methodology and content can be developed for these particular dropouts, so that their reading levels can be accelerated.

DR. DETON BROOKS: I, like so many other people, thought I knew more about the dropout problem when I started than I do now. It is a complicated problem, like most problems that deal with human beings. We are dealing here with a problem that does affiliate, really, with the structure of our society. It is one of the evidences of the tremendous social dislocation that we have in certain areas of our society. One of the things that you have to do is get the cooperation of industry. I think that in this respect Chicago is very much further ahead of New York in the alertness and the understanding of the problem by our industrial leaders.

One project that we can talk about is the Carson, Pirie, Scott program. Virgil Martin, president of the firm and also president of the State Street Council, is one of the most socially minded business men in the country. What Carson, Pirie, Scott actually did, working in cooperation with the Board of Education, was to take a group of selected dropouts and put them to work part-time in Carson's. The firm has put into effect a variation of the Big Brother idea, where an employee of Carson, Pirie, Scott acts as a Big Brother or Big Sister to the dropout who is working in the program. The dropout can discuss any problems that he is having, get interpretations of the industrial setup. This has been going on for the last three years.

Virgil Martin is enthusiastic about it. One little girl, for instance, who was barely on the 85 IQ level became one of the top leather goods saleswomen at Carson, Pirie, Scott.

This program, of course, is in cooperation with our own dropout program. Here Illinois Bell Telephone has taken full-page ads in all of the newspapers saying that "the dropout problem is your problem." As a consequence some 50 to 60 business men have signed up for this program, including Illinois Bell Telephone.

However, as Bernard Kaplan said, our own interest in the problem of dropouts stems from our vital interest in the total problems of adult education. In the series of studies that we did from 1959 up through 1962, we saw the relationship of deficiencies in adult education to the problem of dependency. As a result of that we found out that we also have a substantial number of what I like to call new dropouts because, very frankly, when you talk about the deficiences in adult education you are really talking about the dropouts of former generations. What we are talking about now are the dropouts between 16 and 21 years of age.

When we examined the dropout problem as an adult problem, we found that we had a substantial number of youngsters, 16- 21-years-old, who were already out of school on the welfare roll as dependents. Now, when you project what it costs us each month to support these youngsters, when you consider that they already are dependents and, in all likelihood, will be dependent through the greatest part of their "working" lives, the result is staggering.

We made some projections on the basis of 1962 figures. We figured that for one of these youngsters alone it would cost something like $23,000 or $24,000 during his lifetime. This calculation is based on the 1962 dollar without inflation, changes of program, or other than a minimal standard of existence.

When you figure that every one of these youngsters is almost biologically bound to generate a family of four over this period of a lifetime, you are talking about, actually, an expenditure of well over $100,000 per family. When you figure, then, that ten of these families represents over a million dollars (and I expect we already have 5,000 of these receiving assistance in Chicago) you can see in this one county alone of the United States how serious the problem actually is.

I said that I wanted to approach this somewhat from a case study point of view because I think I can throw out some problems to you textbook people where you may be able to help us to build programing.

In our dropout studies, we took 646 youngsters, brought them in and gave them intensive examinations. We tested them non-verbally in terms of IQ. We gave them reading and arithmetic tests. We went into their social backgrounds. We attempted to measure their aspiration levels and right now I am almost afraid to use that word any more after some of the things we found. We even tried to find out what they thought that they would like to do if they had an opportunity to do it.

Here are some of the results we got from examining those 646 youngsters. We found that like most people, in terms of intelligence, they ran the gamut. They ranged from 123 in IQ down to 38 but more than 50% of these youngsters had an IQ of 90 or better. Now of this 50%, the reading range varied from the second through the tenth grade. You can see what can happen from the point of view of my boss who is the Welfare Administrator. He can perhaps justify a person whom he can say is mentally retarded with a 38 IQ level for staying on the assistance rolls for years. At least at this stage we might be able to get away with it.

But what do you do when you find kids with IQs of 123 down to 90 who are already dependent and may be dependent for the rest of their natural lives? This led us, of course, into one of our concerns, a typical background. We had already established for the dependent over 21-years-old who was receiving assistance, a compulsory education program in Cook County. We have some 7,000 of these adults in school in cooperation with the Board of Education, with the Welfare Department paying for their education out of Scoial Security Funds and state funds.

We found that these younger dropouts posed new problems. Here you have the kids who kept saying that they have failed in school. (I like to say that they either failed the school or the school failed them. I don't know which it is but we do know this much, when we are talking about dropouts, that a lot of them also were "forceouts," so we don't know just who failed whom.) We thought that it would not be wise, with the kind of resentments that they have, to put them immediately back into the same studies which had represented for them failure over a long period of years. I might point out, also, that these youngsters couldn't drop out of school until they were 16, because of our compulsory school law. Consequently, they had become psychological dropouts from the time that they entered the second or third grades. They had been sitting, just sitting, unable to drop out, until they were 16. How could we put them back into the same situation? What would we gain? I started looking around to find materials that could be used with them. I could find no actual materials that had been tested, no actual experimentation based upon the use of content, material and methodology that had been tested for this group of persons.

We then attempted to set up our own experimental lab. We hired an electronic teaching firm to see if it could develop valid materials. We set up a facility. We thought that one reason why the electronic teaching technique might be good was because each kid would work in an individual program. (We also assumed that his failures would be minimized.) In other words, there was a possibility of feedback between student and teacher in this particular study, without the feedback being publicly heard. If he asked what to him might have been a stupid question, it would not be possible for other youngsters to laugh at him and, for that reason, reinforce his failure rather than helping him go on.

We selected some 38 kids for this experiment with a reading level of between the fourth- and the sixth-grade levels. We went through a very intensive training program. This training program involved not only case workers who went out and took a look at the students' homes and helped to interpret the program to their families, but our vocational counseling people also who interpreted to them their needs in terms of jobs.

About this time I thought the program was getting a little bit bigger than I felt we could handle and we put together a first class, blue ribbon advisory committee. It included Dr. Brice, Dr. McLernon, Professor Allison Davis of the University of Chicago whose Theory of Learning of the Lower Classes is one of the outstanding documents in this whole field. It included also clinical psychologists like Dr. Miriam Goldberg from Teachers College at Columbia University, and some remedial reading specialists.

Our purpose in bringing these people together was to help us to reinforce and design this study. We all agreed, after a meeting in Chicago, that we should redefine the study, talk about it, to measure the kind of internalized changes in behavior which might take place as a result of the study.

We began to see that there were other facets also. One, was that these youngsters should have and would need supportive help, intensive supportive help during this period. We assigned to these 38 students two very competent case workers who acted almost as Big Brothers during the experiment. We worked with the Chicago Boys Club which appropriated $10,000 so that these youngsters could have a part-time work experience during the time of the project. These were not made jobs. These youngsters went to work. They had to go to a community (some of them) that they had never been in before. One immediate benefit came out of this.

One fellow who was a Negro, who was to work at one of the Northside boys clubs, came to his case worker and said, "Say, fellow, you know if I get caught in that community over there, I've got no credentials or identification to say just who I am or what I am and I don't want the police picking me up over there." We took the matter up with the boys clubs and the boys provided these lads with official employees' identification cards. You can imagine how proud they were when they could display the fact that they were actually working.

This was the basis of the 18-week experiment. As a result, we are now in the process of writing it up. It seems to me that there are several things which we have learned:

1. It is going to take a multiplicity of services, including educational services, to provide for these youngsters.
2. When we are talking about deficiencies in certain skills, this may only be symptomatic of these youngsters' entire cultural deprivation. In other words, it may not be the cause; rather, it may be symptomatic of their perception of life. Their perception differs from the middle class perception of life.

3. Textbook publishers should encourage experimentation in various kinds of adult materials. Textbook materials that would be good for a socially mature youngster, although using a simple vocabulary, might at the same time be deficient in a number of these other aspects. Reading material ought to be in terms of environmental factors that youngsters understand.

4. These youngsters were primarily confined to their own communities. Many of them, though they lived in Chicago practically all their lives, had never shopped in a Loop department store. This is symptomatic of what we are talking about when we are talking about dropouts. It seems to me that we have a barrier here that is not a physical barrier, but as important a barrier as an Iron Curtain.

DR. BERNARD KAPLAN: Thank you, Dr. Brooks. Handling the response for us today is Dr. Thomas Gilligan, Assistant Superintendent, Adult Vocational Division, Seattle Public Schools, Seattle, Washington. Dr. Gilligan is currently working with a newly established program in the Seattle public schools, related to an occupational guiding center and a pre-vocational program for high school age youths.

DR. THOMAS GILLIGAN: Response: The problem which faces us is, I think, pretty apparent from the tremendous diversity of the things that have been said. We certainly do need a great deal of light on such a problem as the dropouts and I think we need to clarify the issues as they have been pointed out, not only in the areas of textbook publication but also regarding the programs we are going to have for the dropouts. I should say clarify it perhaps more than the ad did that I saw in one of the Spokane papers just before I came out here. The ad said, "Hearse for sale, with a 1952 body."

The kind of clarification we need is to define the dropouts, primarily the high school dropouts. Certainly we are concerned with the marginal students as they drop out, those under 18 who are not in school. I would like also to ask a question and challenge the statement that aren't we really talking, too, about the dropouts at any age, as far as an individual is concerned, at any grade level, who is not employed or who is not employable? I think that however we define the dropout we have a problem of how to deal with him in terms of curriculum.

We have heard here that education for the dropout must begin at the grade school level; that this is a problem that isn't just handled at the high school or later level; that we must have a wide use of community resources, including parents; and adequate materials must be prepared for children and parents. We have also heard that vocational interests and aptitudes must be considered in the development of programs and materials; that we must have special community projects in large urban areas, such as JOIN and STEP and the Cook County programs. That high school graduation is not necessarily an indication that these individuals will be successful, that many of them have the same problems as the dropouts if they are not prepared for employment.

We have heard further: Compulsory state laws may assist in the program of education. The continuation school is the kind of program perhaps which would be of assistance, and materials are certainly necessary in developing these areas. That programs must consider the individual rather than mass groups of dropouts.

Continous evaluation of programs is necessary to make the programs effective. We must involve industry in such programs and consider the needs that industry has in the materials that we develop.

The significant factor is that we cannot, as in the summer programs sponsored by the Federal Government, appeal to individuals who have dropped out of school to come back to school, and offer them more of the same. There has to be something different; there has to be something new; there has to be something intriguing as far as these students are concerned to maintain their interest in the school program and to make it evident to them that there is some kind of closing of the gap between the things that they are learning in school and the areas of employment.

Certainly I think we have seen that the role of agencies other than the schools in education has been clearly stated by Dr. Brooks and the experimentation in textbook word environmental programs should be considered seriously.

I would also, of course, like to point out that there is also the question not only of the dropout but of the dropin programs and that I think we need to give a great deal of consideration to this and certainly the consideration of the higher education dropouts. These people I am concerned with insofar as the State of Washington is concerned. I was looking at the statistics of the University of Washington, where of about 21,000 students enrolled currently, more than 10,000 are enrolled in the College of Liberal Arts. I am certainly not against the liberal arts education but we are getting more and more of these people coming into the technical programs of the Seattle Public Schools, simply because they are not employable after they have been through a college liberal arts program.

I would like to indicate that Washington, too, along with other states is doing studies on dropouts. We know that some youngsters are just not intellectually or emotionally ready for college; some never will be but they have other capabilities; about one-fourth of the college freshmen in this country never return for their sophomore year and the waste of time, effort and money is very apparent. This is one thing that I think this panel didn't touch on, that we ought to consider.

I don't know how many of you have seen the study called "Education and Training for the World of Work" by Harold T. Smith, which is the Vocational Education Program for the State of Michigan. If you haven't seen this I might suggest that you do. It has a section, on page 38, on the dropout, which I think is very good, enumerating the Cook County Program and many other programs around the country. In addition it has a great deal of information about the development of the kind of program and materials which we need to have in the future for the dropout.

DR. BERNARD KAPLAN: It's been a pleasure to me to work with the panelists, to be here with you and to discourse a bit on the dropout problem. I would like to mention two things. I was reading about the dropout problem in two different articles and both used the iceberg as an example. One of the articles cited the dropout problem as a type of iceberg because so often what we see of the dropout problem is really only one-fifth of the entire problem. Icebergs are submerged with only 20% visible and with dropouts there are many factors operating which we don't see at first sight. The second point was made in another article. It was a cynical comment on what was being done for dropouts, that you can't melt icebergs with cigarette lighters.

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DR. THOMAS McLERNON: I want to thank the panel for a job well done. I should like to add that for so many years educators themselves have not been sold on the value of continuing education. Our public schools have been designed to take care of a youngster from the time he enters the kindergarten until he graduates or until he drops out. At this point the public school's responsibility ceases.

I think we have all seen evidence that the attitude is changing because of community pressure, because of economics, because of the facts of life that a person is neither a good citizen nor a contributor to national health unless he is educated] I think the one thing that I would like to see the publishers do is to show people in the field of education that they, too, are interested in adult education. Publishers assume a tremendous leadership role in the field of education and they always have. Educators look to the publishers for a good deal of this leadership and I think that by having the type of meetings we are in today is proof that we are getting together. We are getting issues on the table and at least having the courage to talk about them and to decide if there are some things that can be done.

PANEL IV

SELECTING AND IMPROVING THE CONTENT OF INSTRUCTIONAL MATERIALS FOR THE UNDEREDUCATED

Presiding: Dr. Thomas McLernon, National Education Association

Panelists: Mr. Earl Welch, Silver Burdett Company
Dr. Max Goodson, Ginn & Company
Mrs. Mary C. Wallace, Lark Foundation
Dr. Seth Spaulding, University of Pittsburgh
Dr. Eugene Johnson, Adult Education Association

Response: Dr. Clyde Weinhold, New Jersey Department of Education

Question and Answer Period

DR. THOMAS McLERNON: I would like to present Mr. Earl Welch, who is the Chairman of our Panel and is the immediate past-President of Silver Burdett Company.

MR. EARL WELCH: I have been intrigued by the title given to this particular discussion,"Selecting and Improving the Content of Instructional Materials for the Undereducated." First of all, after having participated in this meeting I am convinced that that category of the undereducated is a pretty broad group to which all of us belong and we are addressing ourselves here perhaps to the more immediate problems of a sub-group, those perhaps more undereducated than some others, without being too definitive about it.

I am also impressed with the fact that we don't have in the title of this discussion the word "creative," creating the content of instructional materials for the undereducated, and I am convinced that that is what we have to do, to plan and create these materials in the light of the needs that exist.

I would like to say to the people here who are not publishers but educators of another kind, that I believe you can count on the sincere and resourceful efforts of the textbook publishers to help you solve this problem. There is one thing that we must share, and do share, in this enterprise, and that is the inspiration of high purpose and the cement of common purpose. We are really talking here about salvaging human beings and releasing their abilities and if there is any more inspiring enterprise than that I don't know what it is.

I think some of the discussions that we have had about coming to grips with some of the economic problems involved are very much to the point. I learned an economic lesson in the course of operating a business. I didn't learn it out of a textbook. It should have been there, but I didn't get it there. I didn't get it out of a course on economics, either, but I mention it because it is one of the real problems that this group faces. I discovered some time ago that we could produce a product that sold for a high price and sell it in relatively small quantities and still make a reasonable profit. I discovered also that we could produce a product that we sold at a relatively low price in very large quantities and also make a reasonable profit, but I discovered further that when you produce a product that you could sell only in very small quantities and sold it at a very low price, you were faced with some difficulties if you wanted to stay in business.

I think that the publishers are going to have to approach this problem with a good deal of resourcefulness. I think we are going to have to find ways of designing and producing less expensive instructional materials. Also educators are going to have to be willing to pay more for good instructional materials, and more per student involved. There isn't any other way of getting together on this, that I can see. We will find some courses that will be developed that will have v ery wide enrollments in the basic areas. After all, a lot of people still have to be taught to read or to spell or to write, to add and subtract, and a worker in a shop can't read blueprints if he can't read, so he has to learn to read first. He can't add a grocery bill or learn to look at specifications unless he can use arithmetic, so some of those things are basic.

Other materials are going to be more limited and local and are going to require a differnet kind of an effort. One thing I believe we must do in developing new materials at this time is to start where the learner really is, so that we can take him from where he is to where we think he ought to go; but you cna't do that unless you find out where he is and start there.

As a school administrator and teacher I was concerned for years about this matter of the dropouts. I don't know all the reasons why people drop out of school. A lot of them have been mentioned here. I know of two that I could see on the inside of the school. One of them was that very often some of these youngsters felt they were asked to learn something they saw no sense in learning. As a result, they became uninterested and they dropped out of active learning long before they left the school building for good. Another reason why children dropout of school is that failure tends to compound itself.

Now, I'll call immediately on the panel. First of all, I'd like to introduce Dr. Max Goodson, of Ginn and Company.

DR. MAX GOODSON: I would like to start with President Johnson's message last week. He said two things that I think set the framework very well. Put jobless, aimless, hopeless youngsters to work. Create a national service board to help the economically handicapped of our country. I would substitute culturally handicapped for economically handicapped, because this problem is not just an economic problem--it's a curltural problem--as has been pointed out many times before.

I have come recently into publishing. I have come from education, a university setting where I was concerned with the preparation of teachers, and I still think the preparation of teachers is the number one problem, along with the preparation of material. But it seems to me that as we face the problem that we have been grappling with at this conference, that the publisher needs the criteria and specifications for materials. That is, he cannot do the job until education has spoken, until we have worked through the programs and plans and know more about the educational problems involved, and educators are in a position to set the criteria, the guidelines, the specifications for the publisher to take and work with.

Now, I've come across what I think to be a problem, and a very key problem in publishing, and a key problem in education as well. It is the problem of diversification. I'm still concerned with the secondary school, and each week I meet with the superintendents and principals who are interested in the redesigning of secondary schools. And this theme and need of diversification continuously reappear. We need diversification regarding the psychological nature of the learner. Our secondary school program at the present time is missing psychologically 20% of the students who are dropouts. We need, therefore, a program that will reach these students and we need materials as well as teachers who can reach them.

We tend now to work to produce better materials for the very bright student, but we have not in education and publishing given sufficient attention to the student who has to be technically and vocationally oriented when he leaves high school or junior college.

We also need diversification regarding the elements, the material elements in a systems approach to teaching. We need a diversified technology. We're not only talking about books in this conference. We are talking about films, laboratory and exploration guides, filmstrips, recordings and tapes. We're talking about the whole spectrum of media and technology for effective teaching. There is a kind of diversification which I think needs to be defined and corrected. I think this need for definition of this diversification is one reason why publishers cannot immediately produce the materials that you in the field need. Yesterday, Emerson Brown mentioned the fragmentation that exists in adult education today. There are so many specifications and criteria locally determined that we now face almost an impossible problem. We must create a sufficient demand for materials that will meet the requirements of the publisher.

Now let me put this problem in this way: Right now suppose we assuem that we have specifications, criteria for 200 different uni[illegible] of materials for a defined educational need. Before we can do verv much about this, we're going to have to have about a twenty-fold reduction, we're going to have to have consolidation. This requires some thinking at the state level, some thinking at the national and federal level, and requires free thinking local autonomy and local control in education. Now these 200 units and these specifications and criteria to go along with them could be reduced to about ten units for a particular defined need. When you say to publishers here are ten units that we need with specifications and criteria for a particular need and therefore there is a market over the country, then publishers can begin to do something with the problem.

It would be a mistake if we think of this problem in terms of technical and vocational education. We must think of this problem in terms of general liberalizing citizenship education, as well as education for the job. This is the reason I criticize the President's phrasing; it's not economic only, it's cultural as well. Therefore, we need the redesign of materials in English, mathematics, science and so on, as well as the design and creation of many new materials in technical and vocational fields.

Another point is that we need to recognize the limitation of the school in solving this problem. I was very happy to find this morning speakers talking about a community approach.

In thinking about the high school and the junior college and what they can do, ther are some built-in limitations that, no matter how much we change the scene, will cause dropouts. Therefore, we need a camp program; we need a national service corps to gather these young people up and do something for them in an educational work-oriented way, so that they learn disciplines, habits and values of the productive citizen.

This next point I know is a controversial one. I think we need a massive national program on this problem. We need the creation of let's say arbitrarily fixed centers over the United States, associated with universities. There are university centers where this can be done. There has been some remarkable research breakthroughs recently that open up a tremendous vista for us.

Certain classes for example at Boston and at Yale Universities have demonstrated that we can take a subnormal, a three- or four- or five-year-old child, and teach that child to read. We had a little introduction to that in the Chicago Electronics approaches this morning. We have to rethink what is the potential of these people; we've got to approach these people as persons who have potential, therefore we have to change our technology and our approach to them so that potential can be developed. This is the sort of thing that needs to go on--research and development in a number of centers well-financed by the government. We need to bring together content and skill specialists, behavioral scientists and teachers in associated schools and agencies serving the other educators. And I would hope--and suggest strongly--that publishers need to have a role in this sort of undertaking.

Now, to turn more directly to the problems of the educational publishers. The publisher has two fear, which he is fighting continuously to keep from happening: He is fighting to keep his role from being reduced to that of a printer. We've had enough experience in the fields of science and mathematics and in foreign languages with the massive, well-supported programs that have really made some breakthroughs in education, to see that there is a danger that the publisher is given a set of materials and he is asked to do two things only, to print and to distribute. This means that he is no longer a publisher, no longer needs his editorial staff, no longer needs an educational designer of any kind, he no longer needs a bridge to the education world.

A second fear is that education becomes a monolithic structure in the U. S. without free enterprise and without competitive various materials and teaching arrangements. It is alarming to hear teachers refer to a particular program in science as the official program because it was sponsored by the National Science Foundation. This reduces the role of the educational publisher naturally. I don't know what the answer is.

MR. EARL WELCH: The next speaker is Mrs. Mary C. Wallace, President of the Lark Foundation.

MRS. MARY C. WALLACE: It is true, as Shakespeare says, that all the world's a stage, and the adult educator must realize that he comes onto the stage after the scene is set and the play has been progressing quite a little while. His duty is to motivate, to stimulate and to educate. His primary purpose is to change this play from a failure, which it has bid fair to become, to a successful completion.

I've had the unique opportunity of working with illiterate people as a teacher. I find many things about which we have misconceptions, and it disturbs me when people say, well, these folks have had an opportunity, what's the matter with them? These illiterate people, semi-literate, undereducated people are people whose parents perhaps did not send them to school, or sent them unprepared or improperly oriented.

One of the best students I have ever had was a young man, 20 years old, who had been to school for eight years but could barely write his own name. He seemed very bright. I went to see his mother in the course of time and asked her why she thought that Eddie had had so much trouble when he was in school, because he seemed so bright. "Oh," she said, "I don't know; I sent him every morning. I had to lick him lots of times but I made him go." Before the conversation ended I found that during the eight years that Eddie was in school, his mother had been married and divorced five times, and still she couldn't understand why he was troubled and unresponsive.

The home atmosphere is one of the things that we need to look into. Is there a learning atmosphere here? Many illiterates live in substandard housing where there is no place for quietness unless everybody else keeps still. People who do not work do not have a disciplined time for rising and going to bed. I discovered this at another early stage. Many of them came and would go to sleep in class because they were so exhausted. I found out that they don't have to get up most days so why go to bed? Because they could sleep all day if they felt like it. I asked them if on school days they thought it wouldn't be a good idea to have a little more disciplined habit for sleeping.

We found very shortly after that that some of them came into the classroom very early and would begin to study. I didn't know just how seriously they had taken my words until one morning one of the fellows said, "Boy I know my cousins were sure mad at me; I'll bet they're real mad this morning." I asked, "Why so, Al?"

"Well, they came over last night to play cards." His cousins, like Al, were on public assistance. He continued, "I played with them until it began to get late. Then I said, 'you fellows can stay and play if you want to, but my teacher says I have to be in bed by ten o'clock, so I'm going to have to go.' So I went to bed." His fellow students looked at him and one of them said, "They ain't mad, Al, they're jealous." You see, Al was somebody that somebody cared about. He was in a sense the star of the football team and he had to have his sleep. The rest, if they liked, could stay up all nigh; it didn't matter whether they kept regular hours or not.

We're not just teaching these people, we're trying to change their whole mode of life. That's the important thing. They have been playing a losing game. There is no other answer for it. The illiterate person--I'm speaking generally, there are some illiterate millionaires, I know--but the illiterate person is generally in a losing game. He has no great desire for an education. He's past the point of no return. He's unable to help himself by the time he comes to us. It's up to us.

The teacher's job and the publisher's job is to have a comprehensive course setting that can be learned from. I don't mean to keep the student on addition if he understands addition, does it quickly and accurately. He must learn thoroughly the various steps as he goes on. I involve these students in their own education, I don't just arbitrarily set standards. We had one man whose teacher complained to me that she couldn't teach him arithmetic because all he was interested in was how to find the size of a roof of a house or a building. And I said, "Why does he want to know the size of a roof?" She said, "Goodness knows, I don't know." I talked with him and asked him why he wanted to know the size of a roof. "I don't know," he answered, I've just always been interested in the size of a roof." So I told him I thought that was a noble aspiration, but there were some things that he needed to know first; for instance, how to add and how to subtract, and then we will learn how to multiply and you will be able to tell the size of any roof you want. You know, that happened three years ago, and today that man has his own roofing business.

Play along with these things, but give them a chance, such as seeing that they have the things that they need to be able to do what they want to do. If they have a goal, go along with it. You're fortunate to have a student who has an idea of what he wants to do.

In your books, publisher, I would like to have work. I'm interested in work, too. But I don't believe that you and I would care to read only books that concerned our work. We want to read something that we like to read, something that's just fun. So let's have pictures of work but let's have pictures of men and women doing things besides work. All work and no play makes Jack very dull, and that applies to a person who is illiterate. I like to refer to him as a "new learner." He refers to himself sometimes in a rather odd way. On my television show I have a panel of students whom I refer to as my "student assistants." When I first put the panel on television, they said to me, "Boy, you're sure asking for it." I guess I was. But they really held more interest for the viewing audience than I did. They're watching, stimulated, because the people viewing say well, if those guys can learn, I can too. And also it gives me a good sounding board. If the panel doesn't understand it, I'm sure that my audience out there isn't going to understand it.

We have a regular commercial station--our's is not a large town, about 50,000 but we have 2300 people viewing our show, which I think is very good. These people are interested in learning and the panel of students refer to themselves as "the panel of experts." Because they tell me, you see, whatever I ask them. They certainly are a big help. And they are a big help, really.

One of the main purposes of a literacy program is to realize that this is not an end in itself. This is laying a firm foundation for continuing education, because this man needs a continuing education just the same as you and I do.

I've learned a lot in the past two days at this meeting. But the illiterates are not here. They're not in any of these kind of things. They're not in meetings of any kind, unless there are just a few of them around a card table or having a beer or something. You see, they haven't had our advantages of talking to other people. Many of these men have told me they couldn't recite because they had never talked to a lady before and they didn't know what to say. It's a world that you and I cannot enter. All we can do is try to reach a hand to them and bring them into a new world so that they may feel at home with the rest of us.

Publishers, in your books that you are writing, I hope they will be nicely illustrated. Let me say also that paperbacks are very important, because learners can carry the paperbacks around in their hip pockets. Let me illustrate:

A Mexican named Joe was what they call a gandy dancer on the railroad who had a great ambition to learn to read and write. He wanted to speak English, since he spoke very little of it. He joined our class. When he got his first paperback he took it with him to work. His fellow workers told me this about Joe. When they'd eat lunch, he'd eat with the others then he would go off a little bit by himself, take the book out and read. Finally, one of them said to him, "What are you trying to do; make us think you can read? We know you can't read." He said, "I can so." His friend said, "Well, if you can read, read to us." So Joe would read to them at noon. As a result, all of the fellows in the gang, one by one and two by two, decided if Joe could do it, they could too, They came to class.

In your materials that you write for us, put in stories on cleanliness, not insulting nor patronizing, but instructive. Our students are interested in cleanliness, they're interested in health habits, they want to be well, they don't want to have a headache and feel half sick all the time. Geography is important. History--if you don't know what's gone on before, how are you going to understand the present? And economics. We have budgeting. One fellow when we talked about budgeting worked out a budget and then he brought it to me. He said, "Well, I've got to change it. I've only got a dollar and eighty-four cents for beer." Anyway, he knew what he was doing with his money.

One of the things that I read to practically every class, parts of it, anyway, is Emerson's Essays. Now what in the world do these people do with Emerson's Essays? They discuss them. When they get a little further on, I have them write a little essay on what Mr. Emerson said about history or education or whatever it was we happened to be reading at that time. They like this.

The abilities these people have are often underestimated. Don't underestimate. The illiterate is interested in the same things that you are interested in, but to a different degree. How does he differ from you? You can't take a man and in a few months change him from an illiterate to an educated individual. He has a beginning but he is not an educated man. You've spent twelve, sixteen, twenty-four years to get an education, besides your continuing education. And still we don't consider that we've more than scratched the surface. We can't expect these people to do more than we have done. Let's let them have a little time, let's not be impatient with them and think they're stupid. Remember, you're not just improving his education, you're changing his way of life. Do you have any idea of what this means to a man?

I have confined myself to a reading program that we've divided into two parts: leraning to read, and reading to learn. In reading to learn, it's just as easy to teach these things thatyou want to teach as it is to give them materials that are unimportant, that have no point whatsoever.

We also teach mathematics. In mathematics, reading, writing, spelling, we progress through the eighth grade. Last year, we had a special class to see if we could take low IQ's during the daytime hours--from nine to three in the day for a four-month period--and bring them up to a literacy level. There were ten men in the class; three dropped out, three more were added, but the study concerns itself with the seven who were continuing all the time. We used mathematics; somebody said, I don't remember who, that they don't like math. I find just the opposite. I find they love it, they're crazy about it. So much so that I use it as the frosting on the cake--if we get our spelling we'll have mathematics, if we have a good reading lesson, we will have arithmetic, but we must have our reading lesson first.

MR. EARL WELCH: Our next speaker is Seth Spaulding, Coordinator of the International Education Program, University of Pittsburgh.

MR. SETH SPAULDING: I think that the problem that publishers have is this: They're not quite sure what the strategies of the programs are that we're undertaking so they don't know how to develop the materials for these strategies.

Let me read you just a few pages of a paper, and I'll tell you what the paper is after I've read it.

"It seems the tenet must be accepted that these undereducated people will not actively participate in a literacy program unless it is relatively effortless for them to participate. Instructional programs are readily available to the learner and instructional sequences are easy to follow and progress is immediately evident. Finally, of course, such readily available and easy to follow instructional programs must have a content which motivates the adults to further learning inasmuch as they can see that the doors are being opened to information that is valuable to them.

"One way of approaching this very unique educational problem is to develop more or less traditional educational programs using traditional approaches. This involves paying teachers, finding locations which can be used as classrooms, bringing together people in groups, teaching these groups, and rewarding successful candidates. These means require quite an organization, substantial budgets, and a kind of self-contained new educational substance. The costs of such means are generally phenomenal and considering the unique nature of the educational audience, the chances of success in getting anything like full participation are nominal.

"This is something that interests me, and looking at the various strategies that are being used around this country, the strategy sounds great, lots of activity is happening, and yet the portion of the potential audience that is being reached is usually nominal. Small numbers of people are being reached in these formal educational programs. We're doing more of what we're already doing for them apparently and trying to attract an audience by traditional means.

"At the other end of the spectrum, we can assume that there are ways of reaching these undereducated or the illiterates, ways that do not involve classrooms and teachers at all. Such schemes would concentrate on the preparation of a variety of instructional materials devised to be used by the illiterates themselves in teaching themselves how to read and to be used by semi-illiterates in improving their reading competency, perhaps teaching people about them. Such a scheme would rely heavily on radio instruction and programed instruction materials, graded readers, and other resources which are sent to illiterates participating in the radio course.

"In areas where television exists, community viewing centers could be established for the purpose of watching literacy programs. The disadvantage of the system which uses radio and television and self-instruction materials is that there is no one on the spot to help the illiterates learn. An illiterate needs help when he has problems and he needs additonal motivation, and someone needs to make sure the necessary materials are provided.

"The optimum solution would appear to lie somewhere between the two poles. We can neither economically nor problem-wise rely entirely on a scheme which assures that we will have enough teachers, trained and understanding of these problems, enough teachers to assemble groups of students to teach them, neither can we depend entirely on correspondence study schemes which deal with the student at a distance. In either classroom-oriented literacy schemes or mass media schemes, increased attention must be paid to materials; the materials to be used by a teacher, I feel, for this kind of audience must be teacher-proof, so that even the most undertrained teacher can easily use the materials. Materials broadcast over the radio and sent to the student for self-study must be pretested and revised and pretested again until it is obvious that the materials do teach what they are intended to teach."

This is a paper which I'm preparing for a meeting with African officials in March. What they're concerned about are strategies to deal with the present educational problems in Africa. And what we're trying to do is break the tradition of formal education and get them to thinking in terms of new kinds of instructional materials, new ways of reaching the audience.

Now, I'm heartened by the reports that we've heard today, and I assume there were other reports yesterday where we are working with new strategies. But these new strategies do not in themselves answer all questions. For instance, television--there's a kind of mystique about television.

An interesting study in Britain indicates that Authorities felt that the populace should be encouraged to travel to France for holidays. Strangely enough, and this may sound strange to you, millions of people in Britain do not even have a passport, have never left the island. So they decided to do a series of television programs for the lower middle class to encourage them to go to Brittany. Well, they showed in a series of television programs how easy it is to get a a passport, how easy it is to buy a boat ticket to get across the Channel, how easy it is to holiday in France, how you can use a phrase book to deal with people in France, ordering a meal, buying, how easy it is to clear through Customs, how easy it is to do all these things. Well, after an extensive survey of people reached by this broadcast, the majority said, if it's this difficult to travel, I'll never go to France!

This is the point, We tend to think in terms of funneling information to these people, and yet we do not undertake research and development programs on the strategies and use of educational materials so that we know they're effective. We've done a lot of testing, we have some methods of developing materials, we have a few new approaches--programed instruction and so on. Programed instruction is to my way of thinking not a material, it is a method. You can use programed instruction approaches in prepareing textual reading materials, textual materials of all kinds, 8mm single concept films, etc. I'm not talking about audio-visual aids to instruction; I'm talking about pieces of instructional systems. Our audio-visual aids in the past have always been pieces of materials.

We need a massive effort to develop systems of materials for the several different broad categories of strategies that we're undertaking in this country. The in-classroom strategy, the out-of classroom strategy, and perhaps miscellaneous materials for the in-between strategies. And I don't think this is too much of a task to ask, but it does require money.

At the National Conference of Adult Literacy in Washington, in 1961, I suggested that we need a four-point national approach to illiteracy in terms of the education problem. The first is a national assessment of the need. Who are these people? Now we're getting some of this information in spotty studies around the country. Who are they? What are their aptitudes? Their interests? Why have they left school? All of this. An assessment of the problem so that we have it on paper.

Now we see the different audiences beginning to crop up in these studies. We have a Puerto Rican audience in New York, we have migrant Appalachian people in Detroit and Chicago, we have migrant Mexican laborers in the Southwest, we have a number of different audiences who are doing different things, have different motivations, and these are concentrated in different parts of the country.

Secondly, who is doing what? We're beginning to find this out now. There are a variety of educational programs around the country and people are doing things. We're beginning to catalog these. Who's got what material?

We need some national demonstration projects. Publishers can undertake these perhaps, but I prefer the idea of a university with all of these social science and experimental competencies that are needed, working with city and state authorities in developing systems of materials that, if you will excuse the expression, are indeed "teacher-proof" and can be used in any typical strategy situation that more or less match categories I described.

One or two last points publishers say, educators tell us what you need and we'll do it. Well, I am very sympathetic to this point of view. On the other hand, educators don't know what they need. And the teacher says, give me something that will teach my kids. Or authorities in a city say, well, give me something that I can use over television and a can study on television and can learn. Educators don't know how the package works, educators know how to stand in the classroom and teach kids, but they don't have the competencies to develop some of these newer learning systems. So the way we can perhaps develop new strategies is to develop materials. Publishers certainly started doing this in the late 30's when we developed new marketing systems for paperbacks. Millions of copies of the Iliad and the Odyssey are now being sold in this country, whereas I'm sure only thousands were sold before the paperback revolution. This is what we have to do in education, get new kinds of materials to educators and I think they'll use them.

Who fails? This is an interesting question. I think that if a student doesn't learn, it's not the student's fault, it's the system's fault. This may be the teacher's fault, the material's fault, I don't know what--but let's not blame it on the students.

I would like to quote from a recent issue of the Saturday Review, from an article about unemployment: "The problem of low income and high unemployment rates among the uneducated and less skilled is not new. Merely improving education will not eliminate or reduce the problem; a certain rate of improvement of education is necessary just to keep even, to keep technology and investments from making the problem worse. To gain ground we shall have to accelerate the pace at which we improve education."

Let's use model technology and methods that can accelerate education so that we can be ahead of the problem and not just talk about keeping pace with it.

MR. EARL WELCH: Our next speaker is Miss Katherine O'Brien, Coordinator of Adult Services for New York's Public Library.

MISS KATHERINE O'BRIEN: I have a confession to make. I think it's only within the last five years that librarians and libraries have worried about people who can't read or don't read well. We worked in an ivory tower and took care of the people who came to us, and we did a little bit of selling library services, but we were looking at a pretty elite audience. I think we've waked up. We realize that we need more people using libraries the same way that publishers realize they need to sell books to more people. It's not all this, it's interest and a sense of responsibility. Now I suppose I'm here today because I'm Chairman of the American Library Association's Reading Improvement Committee. And believe me, we are working today.

In the past it was very interesting to help a reader who came in for self-improvement. We did lots of reading lists for the foreign-born who were learning a new language. But we didn't get down to this hard core problem of finding books for people who hadn't been educated at all.

May I remind you of one thing? No one, so far as I can remember in this conference, has talked about the people who are not dropouts but they've finished school. And what have they done since they finished? They haven't used what little education they received, they haven't applied it to earning a living or being a citizen or being a good neighbor; and you will find people in jobs, highly important jobs, who I don't think can read today. They could once, they had a beginning skill.

We're interested in keeping people reading, but let's not talk about literacy which means being able to read and write and sign your name and read a street sign and possibly do a bit of reading on the job. Let's talk about people using verbal skills and using written materials and making something of books. Now, let me tell you another thing; textbooks were a dirty word in libraries until quite recently. They were a necessary evil but the elementary adult textbooks, we said, oh, let's just leave that problem to the schools. It was a nice easy way to get out of it. Now I stand before you and beg of publishers to give us books and to tell you that we'll be very happy to take textbooks. We need them. I'd like to join Mary Wallace, though, and say, don't concentrate just on people's jobs, concentrate on their living, their recreation, their interests. I have very little to add about the kind of material we want.

I have in my hand an eleven-page bibliography of books on basic job skills. I don't know whether the bricklaying we talked about is here, but I can tell you that we have examined these books--and there is every kind of book from how to operate lathes, to running a telephone switchboard, from how to be a practical nurse to how to be a building maintenance man. These were the skills that we thought the presently undereducated people could train for--and there isn't a book on this list that I think can be used by anybody with less than an eighth-grade education.

It's perfectly true that there are many things that books don't teach and that you need the machine and the operator and the instruction. But let me tell you about the people who came into libraries who don't go to school. We have countless people who come. They're motivated, they've reached the point that they know they need something.

What do we give somebody who comes in and who thinks he wants to take a very simple civil service examination for something to do with the City of New York--let's say it's transit. There are some wonderful children's books on trains and they're great fun, but are we going to give him this book? We can give him a book on how to take a civil service examination and he won't make heads or tails of it. It's too advanced. Very often he will be taught by someone who is not a formal school teacher. Therefore, the library will be the source of his instructional materials. Please remember, publishers, that your sales are not only in schools. I'll go on record by saying that I think many of these new learners will buy. I'm quite sure they'll buy textbooks if you'll make them attractive. It doesn't matter whether they're in paper or hardcovers; it's the content I'm concerned about. I think people when they find that they can use them will buy them happily. They've bought the home study books to go with Operation Alphabet, which took some salesmanship on the air and by groups. I think books are marketable not only to schools but to libraries and to individuals, but you've got to make them up to date, colloquial.

I don't think there's much chance of trying to interest somebody in the Boston Tea Party when he's really wondering about paying his rent. He's interested in his current problems. I think he'd much rather read about baseball teams that are playing today than about how Early America played in the rural areas. You've got to remember that these are individuals like us who have many of the same interests, the same ability potential even though it is not developed, and try to reach them where they are, whether they are in school, on the job, or on welfare.

MR. EARL WELCH: We will now hear from Dr. Eugene Johnson, Executive Director of the Adult Education Association.

DR. EUGENE JOHNSON: There have been many references to the fact that the development of materials and educational objectives should be concerned with something in addition to the need to acquire vocational skill.

I think this is true, I believe we must work around this particular need somehow to find new patterns and new ways of involving and using the energies and creative abilities and different gifts of different kinds of people that are necessarily tied to jobs, at least the kind of jobs that are related to earning a living. We need to find new ways of unlocking the creative potential of people and harnessing it for some of the tasks of our society that are not necessarily economic in nature. This is a formidable, a massive job and a massive challenge, the nature of which I think we are only now beginning to appreciate and to understand, and believe me, it's something that's going to loom very large in the years ahead.

I like very much what Seth Spaulding was saying about the necessity for devising new strategies and of supporting these new strategies with massive demonstrations, adequate research, and adequate financing, to find out ways of reaching people with new kinds of programs, tapping new sources of motivation and interest.

I would say flatly I don't think there is such a thing in this country as unreachable groups. I think we simply have not learned how to reach them. And perhaps the reason is that we have not decided how important it is to reach them; we have not supported efforts to reach them with adequate resources, nor have we researched and developed the implications of whatever programs may be going on. But unreachable? No. I think this is a challenge that textbook publishers and educators can somehow work out together.

I also liked the emphasis on the system approach. I would suggest in trying to develop new strategies that we should be perhaps thinking not only of the formal educational in-classroom kind of learning activity, but the informal out-of-classroom and the self-directional type of educational activity. I'm convinced that these represent two of the largest opportunities for us to carry educational resources and stimuli to a greater number of people in this country.

For a number of years we experimented in St. Louis, where I labored before coming recently to the post I now have, with the task of developing materials that could be tied in in a system's approach to television broadcasts, particularly on problems that the Metropolitan St. Louis area faces, problems such as unemployment, housing, urban renewal and so on. Though we solved some of the technical problems of producing the television broadcasts, we never really adequately solved the problem of producing good supplementary materials. We produced them essentially for one group of people with one level of reading ability and we were never able to diversify this to reach the different kinds of people with different kinds of interest, experience, background and achievement, that we knew were watching the television broadcasts. Here is an exciting frontier which we never were able to develop adequately.

I also think that the use of the self-directed kind of educational opportunity will bring millions of new people into the educational process. If any of these are going to evolve adequately, I'd suggest four kinds of things that I think we should do. I'm just going to list these and not develop them, since they've already been identified.

The first is a need for a diversity of materials geared to what we are beginning to know about the pace and the needs and requirements of different groups of people.

The second is accessibility of materials. Unless they are easily accessible under a wide variety of circumstances they are curtailed in value. For example, I was shocked to find that a branch of the Chicago Public Library does not allow anybody to take a periodical magazine out of the library. It must be read in the library. This was a new experience to me which brought back some of the serious doubts that I once had about libraries but had since lost as I'd come to know the fine progressive policies of many libraries. I'm sure there are good reasons in Chicago for doing this, but think what this does to the question of accessibility.

The third point is that we need to find ways of making materials inexpensive so that people can purchase them readily. The paperback is obviously one method of doing this. Perhaps producing mass quantities of periodicals and having these readily available in a great variety of other places--the community rooms of public housing projects, recreation centers, and so on--are some possible methods of providing greater accessibility.

The last point I want to mention is the building of devices into the program which call on individuals to apply practical learning, even if only in gadget form. I've been impressed with the number of people going to the Museum of Science and Industry in Chicago who first turn away from mathematics and then come back to them. They see an exhibit on mathematics and are fascinated with the number of things that they can do themselves. If self-directed study and a system approach are to be effective, we have to build into them opportunities for people to test out and apply the kind of learning they seek.

MR. EARL WELCH: We will now have a response to the discussions of the panel by Dr. Clyde Weinhold, Director of the Bureau of Adult Education of the New Jersey State Education Department.

DR. CLYDE WEINHOLD: Response: As we look back over the last few years, I can't help but think of the Conference of One Hundred that we had in New York three or four years ago. We were asked to bring available materials from the library illiteracy instruction. By spreading out what we had gathered together, we were about able to cover the top of a card table. In the last few years there has been more material available for these people.

I think I would like to re-emphasize several points made here by the panel on the diversity of materials. We need to give this considerable thought because we have a tendency to think of illiterates as one group without individual differences, for whom we even standardize materials. This is not practical. There are as many differences among these people as there are in any other segment of our society. We used to think that if we got materials for a sixth-grade class or a fifth-grade class we were able to solve their problems. Then we discovered that all sixth graders are not alike, and neither are all of our illiterate or semi-illiterate people.

I was particularly interested in Mrs. Wallace's discussion of a pupil centered kind of approach, which I am sure is acceptable in all areas of education. The redevelopment of new techniques, particularly those that may relate to a non-classroom situation, should be taken into consideration in order that we might reach a greater percentage of people. It's true we're reaching a very small number of our audience to whom we are talking. There have been many references to who these people are, what are they like, the research that is needed, the demonstrations that are needed in order to better prepare the materials. I think mention was made of the fact that if a pupil fails, the teacher fails.

The kinds of material that we need to have should reflect the changes in our society. Man's body of knowledge has doubled in the last twelve years, which isn't too hard to believe when you picture a satellite millions of miles away, which, by touching a few buttons can be turned around and reactivated. And it's said that man's body of knowledge will be doubled again in the next five years. At the turn of the century this knowledge will be doubled every six months. How do you get an education program speaking for that kind of a society?

I'd like to mention the fact that we have three pilot projects in New Jersey on a program for the functionally illiterate adult who is receiving welfare. We cooperated with the welfare group, the case workers and the people assigned to the project. It has not been as successful as we hoped it would be. It's the materials I guess. Unfortunately, I also discovered that in cooperating with the case workers for this particular group, they understood what we were trying to do, but took the opportunity of unloading their problem cases, so there was little relationship to what we were trying to do and the people that we got. That is probably one of the problems. I think the emphasis that we need here is that this problem is too big for any one group and it needs the cooperation of everyone concerned, the Labor Department, the employment security groups, libraries and everyone who is represented here.

MR. EARL WELCH: I will now turn the meeting back to Mr. Chairman.

DR. THOMAS McLERNON: Unfortunately, we now have only about fifteen minutes left. Therefore, instead of trying to break into smaller groups for discussion, suppose we take the next fifteen minutes for questions and answers. I am sure you have some burning questions that you would like to ask of the panelists or any who have been on the program up to this point.

VOICE: I'd like to make one general comment. There is a feeling on the part of some of us that most of the people we're talking about are over 45. This is not true. Less than two million of them are in this particular age group. We have large categories in the middle-age group, 35 to 45, and the mass of people in this group are people who have been bypassed by educational opportunities. Now, obviously because we have had compulsory education laws in most states for a considerable period of time, the number of individuals in the lower age groups are less

I want to say something also about preparation of material in this instance, because I think it's important. I don't believe that a publishing program of any substance could be based on a general understanding only of these categories of people. I think that the publishing companies ought to get into this in depth--they're going to have to do some of the types of things that we have been talking about here; you're going to definitely have to have more exact profiles of these people. This is going to call for more basic research than we've had and, therefore, we've got to initiate this kind of work. I don't think we can develop these strategies that Seth Spaulding was talking about until we have more definitive information than we have at the present time.

VOICE: We keep throwing figures around about the number of illiterates. When we quote 11 million, this is probably a minimum. I mean, we're talking about something here that may be three or four times 11 million, if we're talking about figures.

VOICE: I want to get into the whole background of how we have occupied ourselves, spending considerable time, with even getting those measurements. And certainly we have made no claim that these gross measures should be used as final figures. It was the best we could get at the national level in the climate which existed prior to 1960.

DR. THOMAS McLERNON: We have time for about one more question, if somebody has one that's really appropriate. No? So why not let's stand adjourned.

FOURTH SESSION
January 15, 1964

REPORTS FROM SMALL GROUP DISCUSSIONS

Presiding: Dr. Josephine Bauer, United States Armed Forces Institute

Reports from Small Group Discussions

Next Steps

Panelists: Dr. Roy B. Minnis, U. S. Office of Education
Mr. Craig T. Senft

Closing Remarks

Dr. Edward W. Brice

DR. JOSEPHINE BAUER: First of all, we're going to have the reports on the group meetings that we have had. The first group meeting on Innovating Practices will be reported on by Mr. Wallace S. Murray of D. C. Heath and Company.

MR. WALLACE MURRAY: The title of our group discussion is Innovating Practices, but I think that any resemblance between the title and the extent of the topics discussed is more coincidental than purposeful. We started out by discussing the necessity for material flexibility in adult education and programing. It was pointed out that materials could introduce problems from the view of economics and that we should not lose sight at any time of the fact that unless materials could be prepared in flexible forms and distributed at low cost we might be defeating the purposes of our program. It was pointed out, however, that the important factor in this matter of flexibility was that the programs for the under-achievers, the programs for the disadvantaged, required new approaches and a willingness to depart from established methods. It has been recognized in many cases that these pupils had not only failed but had become dissatisfied with their ability to succeed with normal educational means and normal educational techniques. It will be necessary for all echelons, governmental echelons, private publishing, teachers, all concerned to have a willingness to experiment, to reach out with new materials and new techniques.

The matter of the use of programed materials was discussed at some length. It was pointed out that, as indicated elsewhere in this meeting, programed materials are not a means in themselves but instead simply provide one more technique and one more approach to meeting our problems. It was noted further that the experimental nature of what we were doing, the paucity of research in this field, would require field tests of materials to be sure we were on the right track, that we were aimed at the true needs of these boys and girls and men and women.

However, it was suggested that this country could move promptly and with a mass effort when the necessity arose in the introduction of new educational techniques and the preparation of educational materials. The experience of World War II was indicated as an example of the way in which massive efforts could be undertaken on short notice and in new areas. It was pointed out by the publishers present that in World War II money was no object; that if we developed materials to the extent of printing several hundred thousand copies and then found a few months later they were wrong, we could throw them away and start over again without concern.

It's scarcely the situation today, nor is it one that we would want to duplicate. We recognize the fact that no one answer, no one monolithic government-sponsored, government-financed approach would provide for the variety and versatility that is necessary to meet the educational needs of these people. In vocational training the need for a variety of materials is probably subject to some simplification because the vocational training can be grouped into families and thus, instead of having to provide several hundred different approaches to different vocations, we can find common elements that are a part of the training required for whole families of occupations.

The point was discussed both at the morning session and the afternoon session as to the proper division of responsibility and effort between the local, state and Federal governments on the one hand and the private publishing industry on the other. Certainly no final answer to this problem was arrived at. It was recognized that these are very real problems we face not only in taking the necessary first steps but in planning for continuation of progress in this or any other educational field. It was suggested that the Department of Labor and the Department of Health, Education and Welfare would provide the obvious starting points for the generation of projects, research projects, and the development of at least prototype materials. It was thought also that although this was a changing area and new information was being arrived at at all time, nonetheless there were some parts of the adult education curriculum that were stable enough so that we could proceed immediately.

The publishers present at the morning session stressed the necessity for meeting the urgent need for implementing the creation of these materials. At the same time we recognize that materials that are not based on solid research and testing may not meet the needs and may, in fact, cause us to simply waste our time, effort and resources. This would provide a dichotomy that presents a real problem that we were going to have to solve.

In the afternoon, we proceeded once again with a discussion of the wide range of individual differences in problems, differences in age, background, and occupational requirements, as well as differences in sociological, cultural levels and requirements. It was pointed out that in reading material for adult education for the underprivileged we should turn away from the more or less sterile word-count approach that was taken in many types of elementary schools. Instead, these materials should make use of the natural colloquial language, the level of the individual and the point of view of the individual towards whom we were aiming the materials. It was more than vocabulary, it included as well the recognition of the structural patterns of the English that was used, the spoken English, by individuals whom we were trying to reach.

There was a real consensus that the materials should in many cases make use of a problem-solving approach, that there was real merit in the discovery approach that we were utilizing in the elementary and high schools and colleges that went further than simple textbook exposition. There was further consensus that no one medium of instruction, be it textbook, audio-visual relaying, or programed materials could in itself provide the answer but that a multimedia approach was needed for this complex problem.

Once again we turned to the matter of the necessity of additional educational research. Some of the individuals present who had studied carefully the existing research indicated they had come up with the answer that there was very little sound research available, at least modern research, in this field. It was agreed that Federal Government assistance would be necessary if we were to muster the massive research effort that was needed. It was pointed out by Dr. Goodson in an excellent suggestion that one possible approach, and perhaps a very sound one, might be the establishment of university-connected government centers in some number, perhaps six urban areas around the country, and that these governmental centers would be involved in the research and development of prototype materials and teacher training in this field of adult education.

A comment was made on the excellent work that was already being performed in somewhat this fashion and in urban centers, particularly in Norfolk, Chicago and Milwaukee.

Then, again, we turned to a general discussion of the various roles that the publishers could play in this process. It was felt that this was a matter of government public policy and that under the National Science Foundation and the Office of Education, a variety of approaches had already been taken in research and development of materials and in making these materials in final published form available to the schools. It was suggested by one of the publishers present, that, in the opinion of most publishers, no final answer to this problem has yet evolved, and the problem, delicate though it might be in some respects, was fundamentally concerned not with maintaining the publishing industry in its present form but, far more importantly, in creating the best possible materials for the needs of our young people in every area and level of the curriculum; and perhaps most importantly of all, that continuing progress might best be achieved through the natural forces of the competitive free market approach than waiting for the bureaucratic process of government.

We returned once again in closing our afternoon session to a discussion of the dichotomy between the necessity for a massive and time-consuming research program and the parallel necessity of getting started immediately. Our chairman of the afternoon session, Dr. Alter, pointed out, speaking of his experience in working with Congress, that regardless of how we might debate this theoretically, there was a real chance that at this session of the Congress, we are going to be confronted with both the opportunity and the responsibility to move forward immediately in response to new laws and new appropriations. In all probability we were going to have to solve this problem by carrying on concurrently programs for the creation and distribution and effective use of materials at the same time that we were carrying on the research to substantiate the development and improvement of these materials.

DR. JOSEPHINE BAUER: The second group discussed new publishing methods and techniques, and Dr. Dana W. Allen, Executive Secretary of the National Commission for Adult Literacy, will give the summary.

DR. DANA W. ALLEN: I'd like to recap the setting a little bit in which this confrontation took place. We had on the one hand these fine gentlemen who represent the publishing industry--energetic, enthusiastic, ambitious, wanting to go. We had over on this side this great mass of potential learners who are in need of materials. This is a market that has been variously estimated at eight million, 10 million, 11 million, 25 million--finally, I heard someone come up with something like 50 million. And then the third element with which we are setting the stage is the hard core group of workers, the people who are in the field who want materials, and who are very specific in identifying the materials they wanted--they want to teach people something and they want a book to do it. On the other side, we kept hearing that we must be guided by production costs, number of copies produced, and salability.

In our discussion we had a little problem of semantics. Every once in a while we would pause to ask: To whom are we addressing our remarks? What group are we talking about? Finally we settled the question by saying this: We're talking about the under fourth-grade achievers, the fourth- to sixth-grade level, or the eighth-grade level, or perhaps high school level.

There was considerable committee deliberation on job literacy materials for enhancing employability leading to the obtaining of jobs. Those received considerable discussion, and so we will mention that first as the economic urge. The problem of individual differences as they are identified in the illiterate level was discussed rather fully, as was the diversification and scope of the problem.

Motivational job-identification techniques were discussed--how can one motivate learning with this segment of the population?

About this time in our meeting the cultural needs entered the picture, so we had the economic means discussed. Then we talked about individual needs: Our student is a complete individual, he's not just somebody who needs to learn basic skills in order to find employment, he has to live as a member of the home, a member of the community and he needs to know something about family relationships. As a matter of fact, we eventually returned to the objectives of the National Planning Commission--personal needs, social and economic urge and citizenship responsibilities.

I find that we explored the identification of potential participants in literacy education development, that is, how to identify them.

The needs of the library were discussed, the materials and books that would meet the reading requirements of those new readers, that libraries would want on their shelves for the educationally retarded. This is where we went into the phase two program of literacy education: Phase one, teaching basic skills; phase two, assisting these skills until they become functional to the degree that the learner can go ahead independently.

The dropouts were discussed in our early morning deliberations. The thought was developed that more time should be spent by public school systems in the identification of those who are potentially dropouts, that they can be identified by the identifying characteristics they carry with them all through grade school, sometimes into high schools. I often wonder what has been going on in the area of guidance counseling that this hasn't become more of a problem than the amount of discussion that has recently been generated. We are told that good guidance should always be preventive. If these identifying characteristics are coming through the grade schools, what in the world is guidance doing in the educational system not to know more about the problem of dropouts? But that is a problem we'll get nowhere by arraigning.

Now the responsibility of the local community is to discover ways and means by which local boards could be brought to realize literacy education is as much their responsibility as the responsibility of other organized groups. A look was taken at the difficulty in raising funds for this purpose other than what is described as the "school program." And how difficult it is to secure funds locally because of the taxation of land and property.

In the discussion of organizing the attack on the problem of literacy, the thought was presented that if metropolitan areas, of which there are 212 representing 80% of the population, make a major, concerted assault through organized ability for doing the job, that it would take very little to bring the other 20% along.

VOICE: Madam Chairman, may I recommend that we wait until after "Next Steps" and then have a question session on all of these?

DR. JOSEPHINE BAUER: All right, there's a very good idea. The first speech on the "Next Steps" is the next section of this program. It is given by Dr. Roy B. Minnis, Specialist in General Adult Education at the U. S. Office of Education.

DR. ROY B. MINNIS: After two days at this conference, a number of the things that will be said here now I am sure will be taken as generalizations and even trite statements. They may be even taken in the concept of drills. Being an educator, I guess this is all right, we believe in drills. Even as I am speaking right now as an educator to publishers, so those of you that are educators you can tune out for a few minutes and very soon Mr. Senft will speak to you as educators--I mean as a publisher to educators--and then you can start tuning in. The educators have heard all I've ever had to say anyway.

I'm going to start, in talking with publishers by using the term "you," then I'm going to change it to "we." I want to reiterate first a few points that come very clear to me in relation to next steps as far as the publishing industry is concerned as to the ways that materials are going to have to be prepared.

These materials, first of all, must be attractive, illustrated, and, of course, at no increase in the cost! We want concepts at the adult level, not children's concepts, and material drawn from the experiences of adults, culturally related to these experiences, both community experiences and working experiences.

I would like to reiterate that the publishers must think in terms of these instructional materials in terms of systems as stated by Seth Spaulding this morning, not as individual titles or courses per se, as we have generally thought of most instructional materials heretofore.

These adults, these undereducated adults, cannot participate in the leisure learning experience over a matter of 14, 15 or 18 years. Their first contacts with this experience must lead to success, and a fast success. This was reiterated in the immediate placement and the job-related part of our conference.

For the work-oriented materials, and I am convinced there is a tremendous potential in work-oriented materials which use actual work illustrations, I can see a real possibility of utilizing the concepts of families or categories of occupations in developing vocabulary concepts, operational understanding. Now, this is a challenge and it is a rough one, I know, but there are several hundred occupations and I think the market is there.

I would like to turn to us, now. It was stated several times, in fact the first several hours of these two days I thought the only thing that needed to be done from what I heard in these meetings, were groups of research and development centers and we would have to wait until such things happened before we would be able to do anything else. This can't wait. It won't, but I think it is an important thing to be done.

Let me relate to you one part of the Cooperative Research Program in the Office of Education, and this is just a "for instance" in relation to a lot of other research and development work. There is provision now for massive research and development centers in major areas of education. The Program received eleven proposals before the first deadline for such research and development centers. Two of those proposals, which is fantastic as far as we are concerned in the field, were in adult education. They could only find two such centers during 1963. The announcement has not been made yet. These will be opened again. I have word from both of the persons that submitted these two proposals in adult education that if they are not fortunate enough to be selected in the first go-around the proposals will be resubmitted. I would say there is every hope of having a massively financed, in our terms a massively financed, up to--what is it, a million dollars a year, or $750,000 a year over a ten year period--for research in this field underway within the next year.

There is another aspect of this. Let me add the "us" of this comment. I cannot conceive of research and development centers working in this field, concerning themselves with instructional materials, as not having a partnership with the text book publishers. We will do all we can to assure that this partnership is developed. The projects themselves will be handled in universities. You will be notified where those are.

Secondly, I am convinced that there is a need for a massive research and development program under the textbook publishers auspices, with financing in the best way it can be obtained, presumably in part from governmental sources.

I think there are problems that need to be worked out here and we are prepared to work with the publishers to see that this is accomplished.

Another "us." In our discussion this noon, we talked about and agreed upon ways of working with the Institute and with its members. We are committed to do this. We are committed to communicate through the Institute to the industry, to accomplish something I am convinced cannot be done separately. We must build a massive amount of instructional materials and materials for teachers and teacher training, which is not in existence at this time. We are also prepared, as a part of this dialogue, to negotiate with individual companies as we always have. By "we" I am not talking about Roy Minnis or any other individual. I am talking about U. S. Government and I am talking specifically about the Office of Education.

There is one other thing that comes clear to me and this is a matter of a postscript and advice. Take it for what it is worth. I am convinced, in this field, to do the kind of a job that needs to be done, that publishers cannot find one or a panel of authors to develop adequately even a single title of instructional materials for the undereducated in the quality that needs to be done. I think there is going to have to be a new way of working to get this off the boards, because there isn't one person that I know of or that we know of in the Office of Education that has all of these special qualifications. Oh, we can get by with passable work. We are committed in other words, to have a continuing dialogue, continuing communication with mutual confidence and understanding between the Office of Education and the publishers. These are what I see are the guidelines or next steps. Now, Mr. Senft, I leave the last point to you.

MR. CRAIG T. SENFT: There has been a great deal of talking here in the past few days about the obsolescence of knowledge and one of my favorite, often repeated stories concerns my own personal experience with this. A short time ago I decided that it was time I babied my wife a little bit and I bought her a little red sports car, and this was a lot of fun except that for a man of my height it is difficult to drive, which is why my wife chose it, I think.

The first night it arrived was a scout meeting night and my oldest son said, "Gee Dad, could you drive me down to the church for the scout meeting tonight?" I said, "Sure, if I can learn how to shift the thing I will be glad to do it." So we piled in and off we went and as we approached the church he said, "Beep the horn a couple of times and gun the motor." I did, and sure enough all the boys came running out in their uniforms to swarm all over the little red car. They stuck their heads in the window and they crawled up on the hood, and Pete was in his glory. One of the boys with his head stuck in the window said, "Gee, Mr. Senft, what's she got on the floor?" So I looked down and I said, "I think it's black carpet." My son laughed and said, "Dad, how square can you get? That means how many speeds forward does it have?" So as I attempted to impress my son's friends I fell flat on my face because of my obsolescence of knowledge.

It seems to me that nothing could be better for a man who thinks he is a business executive than to have that part of the program assigned to him in which someone says, "What next?" because this happens to be one of my favorite techniques. I get together all my experts and we discuss the serious problems and then I chew on my pipe and say, "Well, now, if you were the chief executive officer, if you were running this, what would you do next?" After they have all told me what they would do next, I sit back wisely like Solomon and solve the problem.

I don't intend to solve any problems here, but I think it is very important that we pull together what we have been talking about here and, inadequate as my own attempt to do this may be, somebody has to do it, so I suggest to you that we have five next steps. There are 30 or more, but there are five that we must consolidate and concentrate upon.

The first of these I think the publishers would want me to say is that it is high time that people in education understood that they have at their disposal an instrument which is expert in its own particular field to a degree that no other group in the country can approach. Too often we publishers have stood on the outside watching educators form proposals to accomplish a job which must include the tools of instruction and without consulting the experts in the field. I say to you, if you want to build a house, and you want tools, such as hammers and saws and planes and nails, why not go to the people who specialize in producing the best hammers and the best tools? So I would hope that as your next step number one, that each of you who is an education member of this conference would think to himself that the publisher is an important part of future planning for educational development, and that in turn he will tell others so that the idea gets across to the educational community that the publisher is an available source. If we can do this number one, we will become increasingly important. Number two, and this may not be a next step except that it is being done and I want to tell you that it is being done, would be what Bernard Kaplan talked about--the racial bias in textbooks. I would like to assure you, for the publishing industry, that now, right now, books are being produced, have been produced and will be introduced very shortly which will eliminate the objections you educators have to the racial bias in textbooks; and in passing, parenthetically, I might say that the reason this has not been done before is that educators have not either been ready for it or willing to accept it.

Step number three: Dr. Brice says that Governement people must concentrate on researching the problem, that we must begin at once. I would say that as a next step this is of almost paramount importance and I would also say that the publishers want to know when. We do a lot of talking about these things. When are we going to do this, and are the publishers to be included in your plans for doing this? Are you going to use the tools that the publishing industry has to offer you?

I must say I am hopeful, as a result of these last few days, that you are.

Next step number four: Dr. Dye said that curriculum guides are being prepared. My question is, can they be consolidated so that they apply nationally to create for the publishing community a major market, or must they continue to be fragmented into small, local market curricula? Now, I think this is a major next step and I hope that if nothing else has happended here in the last few days, educators have seen what the economic problems of publishing are. If you want our help, can you in truth consolidate the kinds of curricula that you are talking about so that a publisher who invests a half-million dollars in giving you the tool you want is sure that the tool has some value? He doesn't want absolute assurance; he wants the possibility that if a market exists for the very best tools he can produce and give, he can produce them.

I must say, as sub-point four "4a," perhaps that it is most important that the studies be able to do these things: (a) define the market; (b) decide what you want in the way of materials and instructions; (c) tell the publishers. Tell them what the market is as you see it; tell them what it is you want to satisfy that market. I promise you, for the textbook publishing industry, that if you will do this we will produce the materials and instructions for you quickly and at prices you can afford.

Next step, number five: The American Textbook Publishers Institute is made up of fiercely competitive individual companies which in turn are made up of fiercely competitive individual people. This is a trade association. Any President of the ATPI who attempts to say, "My group will do this," is liable to have his throat cut before he leaves the room, but I do say this--I think we are faced with a problem, an educational problem and a publishing problem which is new and unique, different. Nowhere in the years I have been in textbook publishing is there any precedent for what we find confronting us now. Nowhere in times prior to my being in this industry have I read or heard of anything that is similar to this or even approaches it. We have a different set of dice.

Now, I do pledge to you that the American Textbook Publishers Institute will act as a source through which information from educators and particularly the U. S. Office of Education and any other government agency can flow to member companies. I would think, from your point of view, that this is a "must." Otherwise we might have complete chaos. There is no reason why you people should be besieged and swarmed over by 150 individual representatives of 150 publishers to get information. Although this may happen, I pledge to you that the ATPI will try to prevent this happening if you will agree to make available to the industry through our office each and every piece of information, every development that you think is important to publishers in their new concepts, publishers who now, I submit to you, are your partners and who ought to know if we are going to get this job done. The ATPI office will disseminate this information equitably.

Now then, having said that, let me say that our business is such that in spite of this and partly because of it the individual publishers, including my own company, will be after individuals in the U. S. Office of Education, in other government agencies, to get their ideas and to create new products, and you would not want it any other way; but I think that burden on you, and certainly on the publishers, will be lessened and its effectiveness intensified, if we use the ATPI as your central source of information.

One more quick note--there are a few companies who do not belong to the ATPI. I promise you that, in the interests of fair play, the ATPI will pass on to those companies, just as though they were members, the essential government information that you send to us, so there will be no favorites. I have every confidence that I can persuade our members, or that Dr. Kaplan can persuade them that this is the way to do it. I think it makes ultimate good sense.

Those are my five "next steps."

DR. JOSEPHINE BAUER: Thank you very much, Mr. Senft. Now we will have the question session.

VOICE: I would like to suggest that this conference be followed by another conference that would deal with the implications of the individual and other media on textbook publishing.

DR. JOSEPHINE BAUER: Any more suggestions or questions? I will now turn the meeting over to Dr. Brice.

DR. EDWARD BRICE: I have a proclivity for jokes and in any two days I don't tell a joke I feel somewhat frustrated. I do not have a speech. I do not have a canned message to deliver from President Johnson or Commissioner Keppel. I simply am here to express thanks, but I want to tell my joke first.

A man named Herbert had the audacity to go to a woman's club meeting and speak, and he had the further audacity to take his wife along. After he spoke the clubwomen gathered around him and said, "Mr. Herbert, that was one of the greatest speeches we have ever heard. You certainly are a great man." This put Herbert in a reflective mood and while driving his wife home he said musingly, "Mary, how many great men are there in the world?" And she said, "Well, Herbert, I don't know." He said, "I just wonder; Churchill, Franklin Delano Roosevelt; Charles DeGaulle; Nehru, oh, that's great company." "Mary," he said, "how many great men do you expect there are?" And Mary said, "Well, I don't know how many, but I am certain that there is one less than what you think."

My staff and I, on behalf of our colleagues here in government and the U. S. Commission on Education, would like to thank all of the participants for this very fine and instructive conference. We believe special thanks are due to Craig Senft and Austin McCaffrey, and particular thanks to the fine staff of the American Textbook Publishers Institute, who have worked with us in putting this conference together in a relatively short period of time. Dr. McCaffrey and I were at meetings to plan the second phase, the second planning meeting for this conference on the same day that President Kennedy was assassinated. All of the planning for this conference has been done in less than three months and I think this is testimony to the efficiency of the staff.

We only sought at this conference to get involved; to get commitments, to raise, if possible, the sights of both educators and publishers, because all along we have seen this problem as one that could not be approached unilaterally.

In the first conversations that we had with Craig Senft about this conference we talked about the need for a common approach, a common understanding, for a sharing of information. We are committed to the idea that given a chance the free enterprise system in America, broadly defined, will help us in government to solve many of the problems that affect us both in the private and in the public segments. We are committed to the idea that we do not want to plan in this area without the wholeheated support, and, I might add, the unstinting support of the publishers.

We sought through this conference to get a commitment that we would move forward together under an umbrella that would provide adequate covering for all of us because I believe we can both achieve our objectives by working together much more economically and much more fruitfully and, I believe, this is at heart a part of the democratic process.

We seek now to move to the second stage. We have been promised by Dr. McCaffrey and his associates that we may have a report of the proceedings of this conference in a reasonable period of time. If we can get the report from this conference and can disseminate it among the participants here, we would like to move to the second step by calling a second conference that will deal with some specifics for other issues that have been clearly raised here: How do we put together the research team necessary to do the job? We don't want to make the determination. We want your help in determining not only how it should be done but what should be its composition and in what direction should we move.

Too, I believe we need advice on what are the areas of priority here, seen from your viewpoint and from the viewpoint of government, and seen as well from the viewpoint of people outside of government. Can we agree on these priorities in the field of research, in the field of production, marketing and distribution? These things are problems and we would like some help in defining the perimeter, in getting the information we need on which to make intelligent decisions inside of government.

This is, perhaps, one of the best conferences that we have attended. I say this not because we have been personally involved, but because we have seen here a demonstration of statesmanship, of outspoken statements about principles and a sharing of views as to how we can move together toward the accomplishment of the purposes involved in building the kind of educational programs and servicing those programs needed for so many millions of Americans.

When I talked to Craig Senft three months ago we talked about vision. Now we talk about results, because where there is no vision the people will perish. We must work together in achieving all of the visions of all of the men and all of the people who felt that this country, above all, should move forward not for one group of people but for all people.

I thank you very much.

[CLOSE OF CONFERENCE.]

ROSTER OF ATTENDANCE - CHERRY HILL INN CONFERENCE

January 14 and 15, 1964

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